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ABSTRACT

These conference proceedings are divided into two parts: (1) teacher training institutions and the need for multicultural education, and (2) models that have been developed to facilitate staff training and development. Papers presented in the first section are said to indicate that preservice education in the area of multicultural education at teacher training institutions has not been ideal. Among articles included are a legal perspective on multiracial education, exemplary programs, cultural awareness in teacher training, and the need for multicultural education in teacher training institutions. The second section is said to be based on the experiences of practitioners in various disciplines and at various levels of the educational hierarchy. Among the topics discussed here are an inservice model built on mental health concepts, a systematic approach to staff development, a systems approach to professional growth and development, and as inservice model for professional growth. (Author/AM)

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A Look at the Education of Teachers: Preservice and In-Service

Conference Proceedings

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PREFACE

The Program for Educational Opportunity is a university-based institute designed to assist school districts in the process of desegregation. The Program, based at The University of Michigan, was established by the U.S. Office of Education pursuant to Title IV of the 1964 Civil Rights Act.

Besides providing in-district services on request and without charge to public schools in the state of Michigan, the Program annually conducts a series of conferences. During the winter and spring of 1974, five conferences and a School Desegregation Forum Series were held at The University of Michigan in Ann Arbor, covering topics of critical importance to school board members, administrators, teachers, students and community. These conferences were entitled:

I. Approaches to Developing Models for Professional Growth and Development

II. Diversity in Educational Opportunities

III. Student Behavior, Rights and Responsibilities and the Fair Administration of Discipline

IV. Beyond Desegregation—the Educational and Legal Issues

V. Teacher Training Institutions and the Need for Multi-Cultural Education

VI. School Desegregation Forum Series

Due to the close relationship of preservice and in-service education the proceedings of conferences I and V have been combined so the reader may gain a closer insight into the preservice education of teachers and the rationale for in-service education and how to best achieve it. These proceedings are entitled *A Look at the Education of Teachers: Preservice and In-Service*.

The School Desegregation Forum Series was held once a month for six months. Topics covered included an historical look at school desegregation, the status of desegregation in Michigan, recent and pending desegregation cases and their implications for Northern schools, research in the area of desegregation, desegregation as a national policy and the role and actions of the school superintendent in desegregation. Articles from the Forum Series have been incorporated into appropriate conference proceedings. They are identified within each volume.

The Program has transcribed or received written copies of the major presentations from each conference and is making them available to anyone interested in the pursuit of equal educational opportunities.

To the consultants from professional associations, governmental agencies, university communities, and practicing educators and attorneys, the Program expresses its appreciation for their sharing of experience and dedication to the proposition of equal educational opportunity.

Special appreciation is due Dr. Wilbur Cohen, Dean of the School of Education, for his continuing interest and support of the Program. Recognition is also due the Planning Advisory Committee members for the respective conferences, who provide invaluable technical and practical insight. They are identified in the proceedings of each conference.

Finally, contributions of the individuals responsible for the planning and coordinating of the conference series and these proceedings are acknowledged on the following page.

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PART I

TEACHER TRAINING INSTITUTIONS AND THE NEED FOR MULTI-CULTURAL EDUCATION

May 9–10, 1974

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INTRODUCTION

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This section of these proceedings will deal with Teacher Training Institutions and the Need for Multi-Cultural Education, followed by a section treating in-service education and models that have been developed to facilitate staff training and development.

It was at first felt that each of these two conferences would have its own set of proceedings; however, since preservice and in-service education are so closely related, it was felt that the relationships could best be shown by having one set of proceedings.

The need for in-service education may be a result of a number of factors either inherent in the school system, the individual, or in the institution responsible for the preservice education of the teacher. Harris and Bessent pointed out that in-service education programs are important for the following reasons:

1. Preservice preparation of professional staff members is rarely ideal and may be primarily an introduction to professional preparation rather than professional preparation as such.
2. Social and educational change makes current professional practices obsolete or relatively ineffective in a very short period of time. This applies to methods and techniques, tools and substantive knowledge itself.[1]

The papers presented in the pages to follow clearly indicate that preservice education in the area of multi-cultural education at teacher training institutions has been far from ideal, if not totally lacking in the past. The gravity of the situation is pointed out in the ten articles presented in this section of these proceedings.

The articles by Dyer and McIntosh point to some of the historical as well as the philosophical bases that call for teacher training institutions to address themselves to this issue of multi-cultural education. Dyer's views are those as seen by a person who is both a school superintendent and a member of the Board of Regents of a university with a very large

[1] Ben M. Harris and Wailand Bessent, in collaboration with Kenneth McIntyre, *In-Service Education* (Englewood Cliffs, NJ: Prentice-Hall, 1969).

teacher training unit, while McIntosh addresses the issue from the perspective of a Director of a Black Studies program at a state university.

Greenstone and Rice are sharing some of the experiences and concerns of two students receiving preservice training in multi-cultural education. One of the major concerns expressed by them is that not all students get the opportunity to have these kinds of experiences nor are all professors as aware of the need for these experiences on the part of students as Professor Baker.

Kuehnle, as a supervising teacher, is able to see a need for multi-cultural education as a person not having those experiences as a student and now working with students that are having multi-cultural experiences at the university as well as in the classroom and the school community.

Blackmond set the issue of multi-racial education in a legal framework based on the 1954 Supreme Court decision and other court cases. He also treats some of the Constitutional issues that might be made as a quest to provide equal educational opportunity in the form of multi-racial education.

The last four articles by Ort, Arredondo, Peckenpaugh and Baker give some practical how-to-do-it tips based on what has and is being done in the area of multi-cultural education by the Michigan Department of Education, The Michigan Education Association, the Birmingham, Michigan Public Schools, and The University of Michigan School of Education.

All of these articles point out that their efforts only represent a very small initial effort and there is still much left to be done before we can witness real changes in the classrooms of this state, or, in fact, in any state.

The results of a questionnaire sent to twenty-eight institutions of higher education in the state of Michigan support the urgency with which PEO and other concerned agencies must address this issue of teacher training institutions and the need for multi-cultural education. The preservice is not ideal, as has been stated earlier, and, therefore, the need for in-service education will continue to be a must.

TEACHER TRAINING IN AN UNCERTAIN TIME

TIMOTHY J. DYER

Dr. Dyer is Superintendent of Wayne-Westland, Michigan Community Schools.

Education today faces a period of transition, uncertainty and confusion never before experienced. Technological advancements are second to none, uncertainties about the future of our country and political system shocks even the most optimistic human being. The fears that democratic society might be teetering on the brink of oblivion as demonstrated Tuesday by the resignation of West German Chancellor Willy Brandt, concerns with the honesty and integrity of our leaders, a lack of openness in institutional structures, plus the cultural conflicts between varying groups in our society all culminate in producing an uneasy and perplexing time for all of us as Americans, but, most importantly, as educators.

The age of cynicism, doubt, mistrust, and a total lack of confidence, provides the educator with a particularly unique problem, for the responsibilities of irradicating and removing these doubts must in the last analysis fall on those who are guiding and directing the learning process of our youth.

However, the doom and gloom of such a time should not overpower and consume us with such depression that we become mesmerized and indifferent to the charge and challenge of our time. It is those dark clouds, the ominous storm, the gloomy days that produce the nourishment for future life.

1974 is different than 1964. It is much different than even 1970. How many of us would have imagined just a short two or three years ago that the job market that we presently know would come? It was produced by a variety of circumstances. But primarily an oversupply of teachers and a declining enrollment that is increasing at a rapid rate.

Public education, K - 12, in Michigan peaked in the years 1971–72 with a student population of 2,212,523. This year Michigan enrollments numbered 2,156,323 or a loss of 56,200 students. This is equivalent to losing the second largest school district in Michigan in three short years! An examination of the future reveals more startling statistics. Since 1967 kindergarten enrollment has dropped by some 26,000 or a loss of some 14 percent. And if you examine preschool figures, particularly the categories of -0- to ½ year and 1 to 2 year olds, we find a startling drop off of some 36 percent to 40 percent.

Added to that, we find a college enrollment that is declining significantly while the community college enrollment has increased significantly. In

1960, 15.9 percent of those people enrolled in institutions of higher learning were in a 2 year public institution. Today, we find 35.9 per cent in two year schools.

In 1960, of the people seeking post secondary education, 62.9 percent were enrolled in a four year degree granting institution. Today only 52 percent, thus, we are finding that for the first time many colleges that have traditionaly trained teachers are having to find a new direction and a new purpose.

My own school, Eastern Michigan University, for the first time in history has more majors in other fields than in education.

The time has come, in fact it is long overdue, for changes in the teacher training programs offered by the colleges of education. This is a program era. We must concern ourselves now, the last quarter of this century, with effective, meaningful programs.

We are no longer perplexed by the need to provide buildings and space to just occupy bodies. We now must concern ourselves with the quality of the program, not the quantity of students. And that has to be a change for the better, that has to be progress. That has to be the silver lining in those dark ominous clouds of our present time.

Now we are concerned with people, with their needs rather than the needs of the institution. The realities of life have now caused colleges of education to really fight for their very existence to re-evaluate in order to escape from irrelevant oblivion.

E. Allen Dunham, in a book entitled *Colleges of the Forgotten American: A Profile of State Colleges and Regional Universities* finds that the purposes of the teacher training institutions are being subverted by the very nature of our system and that they now must change and do so quickly or find themselves irrelevant and tossed aside as tools of the past unneeded by a modern society.

I have the unique privilege of seeing this unfold from two different worlds, one a practioner and the other a policy-maker. In that light, it is my judgment, that colleges of education need to address themselves to the following areas. First:

What does society expect from a college of education in the last quarter of this century?

We need a specially trained teacher, a uniquely different person prepared differently and prepared to meet the needs of society.

All we have to do is examine problems confronting us in the field . . .

— Low Reading Ability
— Poor Math Scores
— Inadequate Vocational Education
— Virtually no Career Education
— Discrimination
— Increased Friction in Inter-personal Relations
— Plus, Changing Methodologies and New Delivery Systems

We can see that the needs of education have not diminished. Quite the contrary. They have increased and intensified. However, when we examined the program of training teachers, we see it virtually unchanged. Dunham's research of which I have spoken earlier, substantiates that observation.

I recently had the opportunity to examine some old catalogues of schools that I had hoped to go to for my undergraduate training. I brought several of them to our curriculum resource center and pulled out catalogues for 1974 and discovered that if I wished to be a political science teacher today, my training would be exactly as it was in 1957. I believe that is abominable!

The Carnegie Report on Priorities of Higher Education states: . . . .

> "Higher Education of its own accord, usually changes its structures and policies slowly."

That has to be the understatement of the entire Carnegie Study!!!

The greatest changes in education have occurred in the last 10 to 15 years and the very thought that an undergraduate seeking to teach in our high schools today would be trained in the very same way that we were training them in the late 1950's has to be a sad commentary on the imaginative, innovative abilities of our teacher training institutions.

Look at what has happened to education in this time:

— Educational Television
— Language Laboratories
— Instructional Materials Centers
— Learning Centers
— Individualized Guidance Instruction
— Competency-based Education
— Curriculum Changes in Math
— Math Laboratories
— Individualized Science Programs
— Experimental Teaching of Science
— Ungraded Classes
— Team Teaching
— Modular Scheduling
— Various Styles of Educational Organizations
    — I.G.E.
    — I.P.I.

And, a whole host of other forms of individualized instruction, plus:

— Pre-School Education
— Parent Education

Take a close look at an English major graduating from almost any institution in Michigan who desires to teach school at the secondary level. To my knowledge, and I have not been able to conduct an exhaustive survey but I have checked with at least five institutions, not one course in reading is required!

In addition, most institutions offer nothing more than one elective in reading. But when that Chaucer/Shakespearean scholar leaves the "halls of ivy" and enters the real world, "Future Shock" becomes a tea party in comparison to the realities of the classroom.

Does a senior who reads at the fifth grade level want or need to examine the complexities lurking in Shakespeare's characterization of Shylock? Is it really important that he knows about unrhymed iambic pentameter?

Does an eighth grade student who reads at the third grade level really need to read *Julius Caesar?* What he needs to learn is how to read! The American universities in general, but the colleges of education in particular, must therefore redefine their purpose, establish priorities and goals that will meet the needs of the society they serve.

Second, teacher training institutions must become service-oriented and more realistic about what the field of education is all about.

There must be a commitment on the part of the colleges of education to training teachers not only for four years but for their entire professional career.

During the four or five, maybe even three years the program should be full, exciting, imaginative and based upon *need assessment* that the teacher will find entering the classroom. Student teaching experience should begin somewhere in the sophomore year either as student aides, paraprofessionals, school helpers, camp counselors, program directors, etc. And he should be paid for doing so.

Training should begin early. The curriculum should recognize that these experiences are valuable and credit should be granted so as not to burden or impose on the student an insurmountable obstacle. Much research recently has indicated that perhaps four years is a bit long and that a structured program is not necessary.

Beyond training of the pre-professional there should be a whole wide range of university services which will allow an ongoing training and a re-tooling of existing professionals.

This is a fast, quickly-changing profession and we cannot expect that after a college program has ended that never again will training be necessary. This training could take on a variety of forms such as:

1. Providing local districts with research and evaluation assistance.
2. Comprehensive programs of in-service training such as:
   — Humanizing
   — Competency Based Education
   — Math Labs
   — Individualization
3. Staff Development Experts—particularly those trained in methodologies and classroom organizational techniques.
4. Intensive training in methods . . . How do you teach X subject or in X situation? What is an "open classroom"? How is it organized?
   — How do you individualize at the secondary level?

— How do you deliver mathematics to slow learners?
— Accelerated learners?
— How do you broaden and diversify the delivery system?

5. Behavioral Modification Institutes

Third, the universities and the colleges of education should have a program to train educational helpers, para-professionals, aides, etc. They do not need degrees, but they do need training in child psychology and in methods of assisting the teachers. We are almost the only profession that does not have assistants. The economic market will not allow us to reduce class sizes significantly and put in high priced teachers. It will, however, allow us to give that professional back-up, support services, right there in the classroom. But that helper ought to be trained at the place where it can be most effectively done.

Fourth, the college program should be flexible and imaginative. No two students, even though they are majoring in the same academic discipline need find themselves taking the same program.

Individualization should exist at all educational levels. Credit should be given for experience in the field as I have mentioned before.

Central Michigan University has developed quite an interesting program with this as a component. An extern program should be a part of every college of education. It might not be necessary for every student to be an extern, but the program ought to be available. And incidentally, this program does not cost a great deal of money. In fact many school districts pay the extern for doing their teaching under the supervision of a master teacher.

In addition, colleges of education ought to develop a program of voucher education whereby a district would contract with a recent graduate or even an undergraduate and tell them, "You will have a job if you can get training in certain skills."

That individual then returns to the campus with that commitment from a local district and the university recognizes that program and trains that individual in response to the needs of the sending district.

Whatever changes come, the most important feature of a modern teacher training institution must be flexible programming.

Fifth, colleges of education should take a long, hard look at themselves and see how they are organized and determine what is important to them. I believe that most colleges of education could stand a healthy dose of reorganization which reflects the needs of this quarter century.

In addition, teaching should be the prime objective of most of its instructors. I do not toss aside the need for research by college personnel, but I do believe that for most teacher training institutions "publish or perish" should perish and teaching should flourish.

Now we recognize that some of this change cannot be accomplished exclusively within the colleges of education, but a program and an attempt to do so is the first step. As long as state legislatures constantly rely on FYES Formulas (Fiscal Year Equated Students) for financing, all these

proposals will not be possible. However, many are possible and could start now.

The colleges of education will have to carry out a concerted political effort to convince legislators that their mission is more than just the training of a young adult to enter the field of teaching. It is a lifetime committment to education!

It is not going to be easy to accomplish change. Changes have never been easily accepted and enthusiastically received.

Their response to these needs will determine what the scribes of history will record.

Will these scribes write glowing accounts? The decision is up to them.

But, I admonish them to remember that history takes an equally dim view of fools as it does villians!!!

TEACHER TRAINING FOR MULTI-ETHNIC EDUCATION

GERALD A. MCINTOSH

Dr. McIntosh is Director of the Black Studies Program at Eastern Michigan University in Ypsilanti, Michigan.

In attempting to discuss the training of teachers for multi-ethnic education one most begin by raising several critical questions regarding the need for such drastic curricular changes or additions in American teacher training institutions. The following questions must at least be raised if not totally resolved to enable us to progress toward effective program development:

1. What has been the historical relationship between third world people and American educational institutions?
2. What is the present situation regarding the ability of teacher training institutions to adequately train or educate prospective teachers to provide "quality educational experiences for third world students particularly and students generally?"
3. Why are we presently concerned with multi-ethnic education and teacher training in that area?
4. What are the goals and purposes of multi-ethnic education?

As a result of raising and providing an analysis of the aforementioned issues, one should be closer to an understanding of the needed changes in the training of teachers for multi-ethnic education. Therefore, the thrust of this paper will be toward providing clearer understanding of teacher training institutions and their past, present and future role in the shaping of American policies, particularly as they relate to third world people.

The historic signing of the Emancipation Proclamation by Abraham Lincoln in 1863 was viewed by captive Africans (slaves) as a signal that America had recognized the long term injustices inflicted upon a whole race of people and would therefore begin to enact the necessary legislation and provide the economic resources and educational opportunities to make their deferred dreams a reality. With the establishment of the Freedmen's Bureau during the reconstruction period, captive Africans, particularly in the southen regions of the country, saw significant progress in this direction. A consortium of efforts, the likes of which this country had never before or has since seen, between the Freedmen's Bureau, northern philanthropists and Blacks themselves began to implement programs designed to compensate for the long-term servitude experienced by Blacks in this country.

The most significant of these acts was the establishment of schools in the south for the former captive Africans. There was a concomitant response on their part to these efforts, as noted by W.E.B. DuBois (1935, pp. 637–638).

> The eagerness to learn among American Negroes was exceptional in the case of a poor and recently emancipated folk. Usually, with a protective psychology, such degraded masses regard ignorance as natural and necessary, or even exalt their own traditional wisdom and discipline over book learning; or they assume that knowledge is for higher beings, and not for the likes of us. American Negroes never acted thus. The very feeling of inferiority which slavery forced upon them fathered an intense desire to rise out of their condition by means of education.

This view of education and learning as a vehicle for self-improvement has existed for Blacks until today. However, as was the case during the reconstruction period, America has never been able to maintain a firm commitment to the continuance of efforts to provide the assurances of equal protection of rights for Black citizens. A prime example was the dismantling of the Freedmen's Bureau, which largely resulted from the political pressures of northern industrialists who were much more concerned with increasing their profits than the legal or human rights of Black people. The result, then, in the post-reconstruction period, was the political disfranchisement of Blacks, the reinstitution of a devastating caste system, the systematic exploitation of black labor, the withdrawal of funds for educational purposes and the termination of training for knowledge to ineffectual industrial training (DuBois, 1935, p. 697).

Resulting from the compromises made between nothern capitalists and southern white land owners we have experienced a long history of "benign neglect" which results in a protracted struggle on the parts of Afro-Americans and other third world people.

In the recent past, much has been written about institutional racism in America (Mills, 1959; Knowles, 1969; Kerner Commission Report, 1968) and its effects upon the goals and aspirations of third world people. However, the clear and continuing message is that institutions in America, particularly educational institutions, operate in such a manner that they effectively socialize and politicize its constitutients so that they are rendered powerless to address themselves to the contradictions inherent in our society. Therefore, in their attempts to understand and or change their societal conditions, they wander aimlessly without direction and, as a result of negative reinforcement, often blame themselves for their plight.

To a great extent, because of the origins of control and decision making, institutions of higher education, except in their espoused statement of goals, have never seriously undertaken the task to adequately prepare students to improve the social conditions of American society for all citizens. Rather, through a process of omission, historical distortion, and

European cultural aggrandizement, these institutions continue to turn out graduates who percesive themselves as a privileged class with no responsibility to their fellow man, and who are solely concerned with their own meager accumulation of material goods, and who, more importantly, have no understanding of the price paid in human lives for the rewards they receive as "gate keepers."

The purpose of multi-ethnic education, therefore, becomes highly political to the extent that a battle continues to be waged over the development and control of the minds of young Black, Chicano, and Native Americans. Carter G. Woodson (1933, pp. 28–29) in that regard posits:

> Those who take the position to the contrary have the ideal that education is merely a process of imparting information. One who can give out these things or devise an easy plan for so doing, then, he is an educator. In a sense, this is true, but it accounts for most of the troubles of the Negro. Real education means to inspire people to live more abundantly, to learn to begin with life as they find it and make it better, but the instruction so far given Negroes in colleges and universities has worked to the contrary. In most cases such graduates have merely increased the number of malcontents who offer no program for changing the undesirable conditions about which they complain.

The purpose of multi-ethnic education should then be the development of appreciation for, and understanding of, cultural diversity, an understanding of the ancestral role of the third world people shaping America, and the development of the necessary commitment and analysis skills in order to enhance their abilities to play significant roles in the structural change of the American social order.

The curriculum of teacher training institutions must obviously make it possible, if not mandatory, that prospective teachers have a concentration in the study of the experiences of third world people in America. Such studies move beyond the older disciplinary boundaries, must be shaped by the ways in which third world people have organized their lives, and must, thereby, demand greater flexibility, creativity and patience than before. The older, European oriented disciplines should be replaced by the organization of knowledge around such experience, the religious experience, systems of creativity and communication systems of economic survival and development, systems of anti-colonial struggle. It should be made clear, however, that the concentration should be a concentration of an experience which should be conducted in depth and widely dispersed throughout the entire university curriculum. Students should, at an early stage, be introduced to precise and disciplined research work, developed largely from an agenda of issues facing oppressed people.

In conclusion, the purpose of teacher training for multi-ethnic education is to bring a national consciousness in which the dominant white majority recognizes and appreciates the humanity and manhood of third world peoples and treats them according to the precepts inherent in that recog-

nition. It also must instill in the third world student a positive identification with self, so that he may end the endless search for purpose and direction and proceed more confidently toward participating in the arduous task of building a world dedicated to the creation of a universal acceptance of our mutual interdependence for collective survival.

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AN IMPERATIVE FOR CULTURAL AWARENESS IN TEACHER TRAINING

ANN GREENSTONE

At the time of this presentation, Ms. Greenstone was a University of Michigan student engaged in student teaching.

Many educators today are beginning to realize the importance and value of multi-cultural diversity in the schools rather than simply extolling the virtues of the white Anglo-Saxon culture. However, this trend obviously requires a great deal of change.

Our nation has sought to perpetuate the so called "ideal" of the American Melting Pot. This has truly been a myth for minority groups and a devastation for the entire nation. As William Joyce clearly points out schools are not free from guilt.

> If we accept the proposition that American schools reflect the society they serve, then our total educational enterprise must share the guilt for propagating a white, Protestant, Anglo-Saxon view of society that is totally inconsistent with the past and present realities of American life. (Joyce, 1971, p. 354).

While the institution of education cannot be entirely responsible for societal change, it is and can be a major force. We live in a multi-cultural society where minority groups are demanding recognition and equality. The educational institutions must inevitably respond.

Recent sociological, psychological, and anthropological studies which stress the negative effects of white racism on minority-group children point out that response to the needs of minority children has been highly ineffectual (Joyce, 1971).

Schools in the past have been only mono-cultural failing to realize that the white middle-class culture is alien and irrelevant for many minority persons. The result of such an attitude has produced hostility, withdrawal, and failure among minority children within the schools. In addition this attempt at cultural assimilation has not only been destructive to various cultural and racial minorities but also to Anglo children who learn of only one culture.

In today's diverse and rapidly moving society, schools must more than ever seek to enable students to successfully live and cope with today's world. Coersion to give up one's culture is certainly not the answer. Educational institutions have a responsibility to enforce the ideal of

individual freedom. They must seek to teach our children how to be human; how to realize their fullest potential; and most importantly how to understand and respect others.

Indeed we have seen changes within the schools in regard to minority recognition. For example, many textbooks have begun to include minorities; Black History courses are now being offered; and an increasing amount of teaching resources on minority groups are available. But facts alone cannot provide children with a total understanding and appreciation of the similarities and differences among cultures. What then is the crucial factor toward providing a knowledge and understanding of America's various minorities.

It is an inescapable fact that activity in the classroom is ego-involved. Thus a teacher's attitudes, expectations, values, and simply the way in which she handles everyday situations can have a great impact on the children. Brookover, Erickson, and Joiner have found that the individual's self-concept results from his perceptions of the evaluations others hold of him (Brookover, 1971). Yet Davidson and Lang have gone further to point out that the child's perception of his teacher's evaluation of him positively correlates with his own self-perception, his academic achievement, and his classroom behavior. These findings certainly merit close analysis by teachers; for the teacher obviously must reflect feelings, attitudes, and values that will not hinder the student in any way.

It has been said and rightly so: "The materials are only as good as the teacher using them." Thus it can be seen that one prerequisite for effectively imparting to children a realistic understanding and knowledge of others would be an examination, evaluation, and possibly a modification of one's own attitudes, beliefs, and feelings toward minorities. But this alone will not result in the imparting of positive feelings or accurate relevant teachings.

As Maxine Greene points out, only after a teacher has become open to herself can she reach out and try to see. What she must see and also understand is each and every student (Greene, 1971). Each child is unique, and those unique experiences that each and every child brings into the classroom strongly influence his perception of life. Thus a second imperative for communicating positive feelings and also imparting relevant teachings is for a teacher to have in the words of Herbert Schueler, ". . . a thorough knowledge of the student, his background, his aspirations, fears, habits, his talents, shortcomings, his life style" (Schueler, 1971). A child may perceive his teacher's feelings less favorably because of those attitudes a teacher imparts as a result of her ignorance of the student and his environment. If teachers do not examine their own values and seek to understand those of their students they are certainly limited by their own cultural and class orientation.

However, we cannot assume that all educators will seek to understand their own values and those of others before attempting to teach. It is likely that many educators do not force upon minorities the Angle-Saxon culture

as a result of an extreme prejudice, but perhaps because of their own failure to understand and appreciate cultural diversity.

Thus it is imperative for future as well as present educators to participate in multi-cultural training programs. This area must become a vital and required aspect of pre- and in-service teacher training.

Recognition of cultural diversity does not consist of several lessons on black heroes nor should it become the focus of only one content area. Preservice training must seek to provide every future educator with experiences which will enable him to see the value, the worth, and the dignity of every child.

One important aspect of preservice training might consist of a formal study of various minorities. Minority children are aware that society has not offered them equal opportunities, and every teacher must have an accurate knowledge of such realities both past and present. Such a course or courses must seek to provide an atmosphere where awareness and sensitivity toward minority groups can be expanded. Unless a teacher has established an open attitude toward diversity she cannot effectively provide experiences of a multi-cultural nature. With an accurate knowledge and understanding of cultures a teacher will become more able to impart the realities of cultural diversity to her students as well as acquire a sensitivity to the needs of all children.

Secondly and possibly the most difficult task of preservice education must consist of opportunities for a preservice educator to accomplish self-evaluation with respect to his own values and beliefs. As has been previously pointed out, a teacher's perceptions, values, and attitudes greatly affect a child's perception of himself as well as his perception of others. Thus along with a formal study of cultures, a preservice training program must include actual involvement in settings which include minority children. Such experiences would allow future educators to more fully examine and understand their own beliefs as well as gain an insight into various life-styles. This might be augmented by sensitivity sessions with other pre-service teachers.

In addition to assessing their own beliefs and attitudes teachers must have an awareness of the needs of their pupils. This sensitivity depends greatly upon a knowledge of each and every child—a knowledge of the child's environment, lifestyle, cultural heritage, etc. In order to see the need for such an awareness practical preservice experiences are needed.

Schools of education must cease preparing teachers for the white middle class setting. Teachers must be exposed to the history, the culture, the life-styles, and the experiences of all minority groups. However, facts presented in books or passed on by word of mouth often differ radically from an actual situation. Just as the lives of all people are unique, so too is the life of every person within a various minority group. This implies the necessity for teachers in training to experience actual involvement. Through such contacts as well as a formal study of various cultures hopefully pre-servive teachers will also gain insights into themselves, their attitudes,

feelings, and values; thus enabling them to see the need to implement multi-cultural learning experiences in the classroom.

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THE NEED FOR MULTI-CULTURAL EDUCATION IN TEACHER TRAINING INSTITUTIONS

GARY KUEHNLE

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Before considering the main issue of multi-cultural teacher training, we should perhaps look one step beyond the teacher training institution at the ultimate recipient of teacher training, the American society. Although the American public may not be fully aware of it, "The Melting Pot" is and has been, a myth. American society has not lived up to its potential to realize its dream of an open society. We have been characterized as "pluralistic," "intolerant," and "racist" and each term captures an element of our present nature as a society. Few children are fortunate enough to grow up in families which do not equip them with prejudice in some form before they enter our schools. We as educators are victims of *our own* backgrounds too, and have done much in the past to compound the problem with monochromatic viewpoints. Clearly then, neither professional educators nor our curricula have met or even chosen to see the challenge of producing socially intelligent citizens.

Americans generally are products of the same Anglo-centric set of values that we have accepted or been forced to conform to. Those values were handed to us, and we, as a people, until the last decade, made valiant attempts to conform to them even if it meant changing our names, our noses or the texture of our hair. But it didn't work and some very fine abilities were wasted and their possessors didn't realize their full potential because they didn't or couldn't conform to the Anglo-centric ideal.

Colleges and public schools may have been remiss in not screaming out against the inequities of their own instructional patterns, but they cannot be held totally responsible. The system produced them and made them accomplices by rewarding them for their role in it. Perhaps it is a measure of the success of the whole civil rights movement of the sixties that now the universities and public school systems have begun to accept the challenge of revising parts of the teacher preparation process and the social studies curriculum so that they truly reflect society.

For whatever complex reasons, teacher training institutions have unfortunately failed to equip prospective teachers with knowledge in ethnic differences. The academic community and the majority of the students may even view courses in cultural differences in the American society as interest or enrichment courses and perhaps even tangential to the main

thrust of "getting an education." In light of these historical and contemporary attitudes it is not hard to understand the absence of these courses from the required lists of schools of education.

If we accept the idea that the American educational system, on all levels, has been derelict in accepting its role as a change agent in the area of multi-cultural attitudes and behaviors, then we must squarely place the responsibility for change on the teacher training institutions. If prospective teachers are not exposed to multi-ethnic experiences and confronted with their own prejudices before they enter classrooms, the personal process of behavioral change may only very slowly evolve or not evolve at all. Here the phrases "sins of omission" and "sins of commission" come to mind for both can result, multi-culturally, if the teacher trainee is not equipped with prior knowledge and experience.

We have all heard the truism that teachers teach as much by their own actions and attitudes as they do by actual teaching. Teachers do serve as models and it would be extremely difficult to ring true if a teacher hasn't *experienced* his own ethnicity or that of other groups.

Many teachers and school systems have gone through a transitional period that can best be called one of "name-dropping," in which ethnic group members are mentioned in passing as peripheral facts that litter the roads of lessons. This isn't enough and amounts to no more than lip service; this too teaches, negatively. This method of teaching may be done with the best motives, but it generally leaves the students attitudes and behaviors unchanged.

Teachers can, and must, affect change in multi-cultural attitudes and resulting behaviors, if we as a society value the goals of openness and tolerance. There are ways of gaining the skills necessary, and they could best be taught as methods courses in other areas are taught—in mandatory undergraduate courses. The responsibility for implementing multi-ethnic programs in teacher training belongs to the universities as does the chance to affect change in students wherever its graduates teach.

PRESERVICE TRAINING FOR TEACHERS IN THE MULTI-CULTURAL CONCEPTS

CARL L. RICE

"Our children have an unlimited need for knowledge and diversity that urges to be satisfied."

At the time of this presentation, Mr. Rice was a University of Michigan student engaged in student teaching.

"Are we as parents and educators truly sensitive to the complete needs of our children?" "Are we as educators equipped with the essential knowledge, understanding, and insight into what children need for their journey into a life consisting of different social views, values, customs and people?"

Many parents and educators still find that the basics of the three R's are quite substantial for the fulfillment of the essential tools needed by children of today's society. The above questions indicate some doubt in my feelings as to how educators handle the preparation of our children's future. Incidents such as black children being subjected to participation of pledging and saluting the flag of a cruel and for the most part an indifferent nation; Jewish children being forced into singing hymns in glorification of Christ (a figure not recognized in the Jewish faith and other denominations); other such children being pressured into classroom participation of the celebration of Christmas (a holiday not acknowledged by many denominations of our society) prove the inadequate sensitivity of many of our educators. Ms. Gertrude Noar discusses the lack of sensitivity by classroom teachers in her article on ethnic groups and the sensitizing of teachers.

> Teachers are called upon to be sensitive to the emotional as well as the physical and mental needs of their pupils. Development of sensitivity depends to a considerable degree upon knowledge of the environment in which a child has his being, of the social forces that impinge him, of the nature of his family life and important events in the history of his people. (Noar, p. 2)

To recognize only the scholastic needs of children is not enough. A total education involves much more. Multi-cultural education is integral to this total approach. It exposes children to different experiences and allows for a broader insight into others.

Every child is an individual consisting of personal, cultural, and environmental experiences. Society weighs itself on an unbalanced continuum of relationships. It restricts personal relationships to the family unit and

kinship ties. For the most part, we find our society's foundation based on impersonal relationships and contacts. Personal relationships for children initially take place within the family unit. The child finds the family institution is an environment for learning new things and for expressing personal feelings and emotions. The personal experiences of children supported by the family unit are pretty much isolated within the surroundings of the child's immediate habitat, up to a certain point. When this indefinite point is reached, another institution is added along with the family unit. This institution is noted as the educational system. When children come in contact with their first experiences within the educational structure, they begin another social facilitation process. Children begin to experience change. These changes are established and expressed in many forms. Children begin to note that along with personal family members, they come in contact with new students and teachers. Children also begin to establish that personal satisfaction may not always be guaranteed and *sharing* becomes a new word in their vocabulary. For the most part, children become adjusted to the new situation they are placed in and express a willingness to learn and to be exposed to new things. Just in the fact that children experience many numerous changes (combination of the family institution plus the educational system) relates to children the idea that change involves a sharing process and this process gives way to personal contacts and relationships with people other than their immediate family. Children begin to notice that life is expressed by numerous series of changes and events. As they continue through the system, their personal contacts with many new and different people will be on a much broader spectrum. This simple reason gives rise for multi-cultural education in our public education schools.

Children bring various cultural traits, customs, and beliefs to school and should have the right to share these cultural experiences with others. In carrying out this sharing process they will also perpetuate cultural diversity. Children will be more able to communicate and share new discoveries. In our present societal structure many of these valuable concepts are either lacking in degree or only exist in a theoretical sense.

We are not expected to have total insight into the experiences which will befall our children. The children of today and tomorrow with our help will either have nothing but isolated perspectives concerning their future environmental partners or they will be equipped with direct, stimulating insight into the experiences of their future comrades in life. This gives rise to the concept dealing with the *need* for teacher training in the multi-cultural concepts. Multi-cultural training for teachers should not be referred to as *just* a set of iron-clad academic requirements. It entails a much broader approach. Ms. Gertrude Noar states that

> Whether or not children who study this curriculum learn to live together will depend not only on what the books say but more importantly on suggestions in the Teachers' Guides for developing the pupils powers of questioning, of reasoning, of analyzing, of seeking the truth, of under-

standing values and value conflicts, and the motivations underlying human behavior. (Noar, p. 1)

Multi-cultural training for teachers must consist of a lifetime process involving human experiences, not just historical data. This program must involve the examination of one's own personal cultural feelings and ideologies. In my own development in four years of college, I can safely draw the conclusion that just requiring teachers to take a certain block of multi-cultural classes will not guarantee total insight into this universal concept of diversity. The teachers themselves must go through certain self-evaluating situations, so that they will have some notion as to where they are in reference to the multi-cultural concepts. One of these concepts is the teaching of different cultural aspects which make up our society. Training teachers could be subjected to a self-evaluation in the form of a seminar. Then as a group they would interact on their present status, values, and feelings toward other cultures. They would also examine their present and possible future potential in the treatment of the multi-cultural concepts. By examining their own self-perceptions in reference to their personal ideologies and value systems and then drawing a comparison to the concepts presented by a multi-cultural program, training teachers would be able to predict possible change within their own perspectives. If teachers are totally oblivious to seeing room for possible change within their overall objectives, then that in itself tells them something, too!

Gwendolyn Baker, in her article entitled "Multi-Cultural Training for Student Teachers," details certain criteria which would be a most valuable asset to a multi-cultural program. Her criteria are presented as follows:

> (a) to provide experiences that would help student teachers develop an educational philosophy consistent with multi-cultural reality, (b) to expose students to the historical and cultural dimensions of ethnic groups, (c) to provide criteria for use in evaluation of materials, and (d) to encourage the planning of classroom learning experiences that would reflect various cultural perspectives. (Baker, 1973)

If the teachers are able to gather a broader, deeper insight into their own views, they can almost predict situations in which they would falter in the treatment of teaching the cultural concepts of different people. In dealing with the multi-cultural concepts the information and attitudes gained would present themselves as most enriching assets for the training teachers. However, more important, the one's that will benefit most will be *our* children.

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MULTIRACIAL EDUCATION: A LEGAL PERSPECTIVE

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In the twenty years since the U.S. Supreme Court in *Brown v Board of Education*, 347 US 483, 98 L Ed 873 (1954), declared that, in education "separate but equal is inherently unequal," we have come to realize that racial segregation in public schools is *not* simply a "Southern" problem. More importantly, we have come to realize that simply integrating student bodies and faculties does not an integrated school make, at least not in the multi-racial sense. There are subtle forms of incidious discrimination inherent in the curriculum, textbooks and general approach to teaching in the public schools in the United States. In addition, teachers are not equipped to deal with the new demands placed on them by the rapidly changing social and political climate in this country. School desegregation has opened up a whole new can of worms which the courts and the school systems were hardly prepared to face. The Supreme Court itself, after being in the forefront of the school desegregation movement, has deemed it advisable to back off in the face of a possible loss of public confidence.

The upshot is that the courts will be less and less interested in dealing with the diverse and complex problems of school segregation. The courts are uncomfortable for several reasons. First, the courts do not have the expertise with which to make the complex and far reaching decisions affecting education. Secondly, the courts are not comfortable with the ongoing control they have to exert over the school districts. Thirdly, the courts seem to feel that it is about time someone else assumed a position of national leadership with respect to the problems exposed by desegregation. Against this background, it will be the purpose of this paper to explore some of the legal and political avenues left open in spite of the aforementioned reluctance on the part of the courts. One point, however, must be emphasized, it is imperative that those who are committed to the goal of a fully integrated society step into the vacuum that will inevitably be created as the Supreme Court steps out. Organizations and individuals who are concerned must pull together and devise programs that are well thought out and workable. These programs must stand on their own in terms of their worth, not only to minority groups but their worth to the majority groups as well. In order for it to work, multiracial education must be deemed "good for the country."

It is clear that the Fourteenth Amendment prohibits some school segregation beyond the regional borders of the South. In recent times the battleground has shifted from the purely de jure segregation fields of the South to the predominantly de facto segregation fields of the North. The problems are becoming more complex, the courts more weary and national governmental leadership more scarce. The complexity of the problem is illustrated by the difficulty encountered in desegregating an overwhelmingly black city school system. A cursory glance at recent Supreme Court opinions in *Rodriquez*,[1] *Swann*,[2] and *Keyes*,[3] indicate the problems the courts are having to wrestle with. The pending Detroit busing case to be decided any day now will be a landmark case regardless of the way it is decided.[4] As far as the executive branch is concerned, the President of the United States has declared his support *for* de facto segregation. He has opposed busing and argued for decreases in expenditures for education. Only the Congress, and more specifically the Senate, has stood in the way of the anti-integration sentiment gaining favor in the country today. One wonders how long they can keep their fingers in the dike.

For the moment, as much support as possible should be given those legislators who are in sympathy with the struggle for equal educational opportunity. More important, for the litigator as well as the legislature and enlightened school officials, there must be factual data outlining the extent of the problems, the damage being done and specific proposals for remedial judicial action. For example, there appears to be a great deal of controversy as to the meaning of "equal educational opportunity" and what is meant by the measurement of educational opportunity. Equal educational opportunity seems to imply that one has some method of measuring the opportunities for learning that an educational system provides. The traditional measures used have been criticized as resting "on a number of implicit assumptions that are at the best questionable and at worst wrong."[5] Even the approach used in the much publicized Coleman report is subject to criticism.[6] The various approaches should be evaluated thoroughly and the approach which best suits our purposes should be conceptualized and put into a form so that it is easily implemented using present institutional structures if possible.

At present, most litigation is in the area of: pupil and teacher assignments that are racially disproportionate; location and construction of schools, which, especially in conjunction with discriminatory housing practices and patterns, result in racially separate schools; school attendance

[1] *San Antonio School District v Rodriquez*, 41 US 1, 36 L Ed 2d 16 (1973).

[2] *Swann v Charlotte-Mecklenburg Board of Education*, 402 US 1, 28 L Ed 2d 554 (1971).

[3] *Keyes v School District No. 1*, US 37 L Ed 2d 548 (1973).

[4] *Bradley v Milliken*, 484 F 2d 215, Cert granted Nov. 19, 1973, 94, S Ct 558.

[5] Dyer, H. "The Measurement of Educational Opportunity" in *On Equality of Educational Opportunity*, ed by Mosteller, F. and Moynihan, D. (New York: Random House, 1972), p. 513.

[6] *Ibid.*

zones, and possibly school district boundaries, which have the effect of being racially exclusionary. Future litigation may well focus on "what" is taught in the classroom and "how" it is taught. Teachers, of course, will bear the brunt of the attacks on the subtle forms of discrimination still present *even after physical desegregation.* Teacher organizations must become initiators so that they will not be caught in a crossfire between state school officials and the courts. One need look no further than the Detroit busing case to see what can happen when teacher interests are only an afterthought. What follows is at best a general outline of what may be doen to start the ball rolling with the rights and welfare of teachers a prime consideration.

At the national level, teacher organizations should be prepared to control those institutions that have left them ill-equipped to deal with problems they did not cause. The Kerner Commission in 1968 warned of the development of two societies, one white, one black. During the six years since that report, the division has increased. Only in employment and classrooms must the races associate on a continuing basis. National policy and national law are evidence of the fact that multiracial schools and equal employment are American objectives. However, two prerequisites must be met before we can achieve those objectives. First, minority group people and the poor must have the opportunity to acquire skills so that they can compete succesfully with members of the dominant group. Second, attitudes that foster multiracial interactions must be developed. The classroom appears to be the ideal place to start fulfilling these prerequisites and this necessarily means that teachers will bear most of the responsibility. Two questions need to be answered especially with regard to the second prerequisite, 1) are teachers educationally prepared to deal with such a great responsibility and 2) are there some other institutions which are legally required to assume some of the responsibility? These questions are obviously interrelated.

There is some question as to whether it is possible or even desirable to delegate the task of creating a multiracial society to the schools. There are those who suggest that it is difficult enough attempting to teach children the basic skills, to try to change attitudes that are frequently reinforced at home would be even more difficult, perhaps impossible. This is an area where the litigator needs cold, hard facts to convince a court that it is *reasonable* to require schools to develop attitudes that foster multiracial interactions. This approach is based on the assumption that it is not only feasible but imperative that we require schools to alter attitudes, or at the very least, give students a positive multiracial approach to learning and living. Clearly, this assumption has important social, educational and political significance beyond the scope of this paper.

There are, however, several legal propositions intertwined in any answer to the above questions. What governmental institutions are best suited to assist teachers and school districts in developing the concept of multiracialism? What legal duty do teacher training institutions have to the

school districts of the state or states which they serve? Are school districts under any legal obligation to provide multiracial approach to learning? What legal duty does the State Board and its agents have especially with respect to teacher certification and leadership in higher education?

To deal with all of these issues in depth is beyond the scope of this paper but it is hoped that this effort will at least define the problems more clearly and offer what is at best a crude first step. Manifestly, some of the above propositions are closely related and may be dealt with as such. For example, in the State of Michigan, to require training institutions to address themselves to the issue of multiracial education and to better prepare teachers to operate in such a setting may be indirectly accomplished by forcing the State Board and the Michigan Department of Education to only certify those teachers and those institutions that are adequately prepared to do the job they are obligated to do. Namely, to prepare teachers and students to operate in multiracial society. No teacher should be certified to teach in any school in Michigan who does not demonstrate the ability to teach students from diverse racial and economic backgrounds; who does not have an understanding of the effect of discrimination on minority groups as well as on the majority; and who has not been educated in an integrated or multiracial setting. The institutions of higher education *approved* for the preparation of teachers must make reasonable efforts to provide such training or risk sanctions imposed by the State Department of Education. The State, through the State Board and the Department of Education must guard against certifying teachers who are not equipped to teach in a multiracial setting. The State Board *must* also accept its Constitutional obligation to provide leadership and general supervision over all public education and to generally plan and coordinate all public education, including higher education.[7] Obviously, if the state agency that is responsible for education in a state has the legal duty to enforce the constitution, laws, and policies of the state with respect to education, then that agency would be an indispensable party to any action based thereon.

In Michigan, the state legislature is vested with practically complete control over the public schools in the state. The Michigan Constitution requires the legislature to "maintain and support a system of free public elementary and secondary schools as defined by law." It further provides that each school district must provide education "without discrimination as to religion, creed, race, color, or national origin."[8] The conduct of the schools, *qualification of teachers and the subjects taught therein* are all within the control of the state legislature, subject only to constitutional restraint.[9] The legislature has in turn delegated to the State Board of Education superintending control over local boards of education and over elementary and secondary education generally.[10]

[7] Michigan Consitution, Article VIII, § 3 (1963).

[8] *Ibid.*, § 2.

[9] *Sturgis v County of Allegan*, 343 Mich 204, 72 NW 2d 56 (1955); *Jones v Grand Ledge Public Schools*, 349 Mich 1, 84 NW 2d 327 (1957).

[10] *Oliver v Kalamazoo Board of Education*, 346 F Supp 766 (1972).

The Michigan Constitution requires the State Board to provide "[L]eadership and general supervision over all public education . . . It shall serve as the general planning and coordinating body for all public education, including higher education . . ."[11]

The State Board is constitutionally required to appoint a Superintendent of Public Instruction to execute its policies through the State Department of Education. Pursuant to its constitutional duty and by legislative enactment, the State Board has the responsibility to determine the requirements for, and the issuance of, all licenses and certificates for teachers in the public schools of the state.[12] In furtherance of the above responsibility, the State Board has caused to be promulgated through the Department of Education, rules and regulations governing the certification of teachers who desire to teach in Michigan public schools. In light of the constitutional policy of non-discrimination the State Board has ruled that segregation of students *at any level* seriously interferes with the achievement of equal educational opportunity guarantees of the state. It has ruled that segregated schools

". . . fail to provide maximum opportunity for the full development of human resources in a democratic society."[13]

Michigan institutions of higher education approved for preparation of teachers are directed to (1) provide an understanding of the effect of discrimination on minority groups as well as on the majority, and (2) to educate prospective teachers in *integrated* education programs so that they might further achieve the equal opportunity guarantees of the state in their teaching careers. An applicant for a teaching certificate must show an awareness that Michigan's constitution and laws guarantee the right to equal educational opportunity without discrimination. The applicant is responsible for creating a climate for learning based upon the practice and understanding of "equality of educational opportunity in its *fullest* sense" (emphasis added).[14]

A fair reading of the constitutional, statutory and regulatory enactments of the state and its agencies indicates that the state has not only committed itself to a course leading to equal educational opportunity for all, but is actively combating the evils of segregation in its classrooms. However, in practice, it appears that the State of Michigan has not lived up to its stated responsibilities. The State Department of Education, whose responsibility it is to implement Michigan's education policies, apparently has neither the funds nor the staff to implement the machinery necessary to insure equal educational opportunity. Preliminary observation suggests that few

[11] *Michigan Constitution*, Article VIII, § 3 (1963).

[12] MCLA 38.1010 (a), MSA 15.1023 (10); *Schwan v Lansing Board of Education*, 27 Mich App 391, 183 NW 2d 594 (1970).

[13] *Administrative Rules Governing the Certification of Michigan Teachers*, R 390.1111 (1973).

[14] *Ibid.*

institutions of higher education approved for the preparation of teachers actually *require* of its students an understanding of the effect of discrimination on both minority and white students. The extent of integration in teacher education programs also appears to be negligible. Precious little data is available to indicate the degree to which teacher education programs have volutarily complied with the Department of Education's directives. Some of the more progressive institutions may have adopted such a position in the interest of a more relevant education for its students. The fact remains that the State Board, the Superintendent and the Department of Education have a *clear duty* to enforce the equal opportunity guarantees of the State of Michigan.

Institutions of higher education are under a clear duty to implement courses of instruction leading to an understanding of the effect of discrimination on *all* students. They are required by regulation to integrate their teacher education programs so that prospective teachers might further achieve the equal opportunity guarantees of the state. The Department of Education, the teacher certifying agency, must determine whether applicants for teaching certificates show an awareness that Michigan's constitution and laws guarantee the right to equal educational opportunity, education without discrimination. This is at least what equal educational opportunity means in Michigan. The Department of Education as the regulatory agency for institutions of higher education should institute procedures for *enforcing* and implementing the above requirements.

The obvious question now is what legal recourse exists for enforcing a clear legal duty on the part of state agencies? The 1963 Constitution authorizes the State Supreme Court to "issue, hear and determine prerogative and remedial writs."[15] One such writ is an action in mandamus commanding performance of some act or duty created by law.[16] Mandamus may be used on all occasions where the law has established no specific remedy and where, in just and good government there should be a remedy.[17]

To warrant relief by mandamus, there must be a clear legal right of the plaintiff to the performance of the act sought to be enforced and the duty sought to be enforced must be a clear legal duty on the part of the defendant.[18] The duty ordinarily must be a ministerial one and it is immaterial whether the duty is imposed by statute or by case law. If a statute imposes a special duty, either in terms or by fair and reasonable implication, and there is no other specific remedy, mandamus may be awarded to compel performance of the duty.[19] The Court of Appeals has jurisdiction

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[15] Michigan Constitution, Article VI, § 4, (1973).

[16] *Kosiba v Wayne County Board of Auditors*, 320 Mich 322, 31 NW 2d 68 (1948); *McLeod v State Board of Canvassers*, 304 Mich 120, 7 NW 2d 240 (1942).

[17] *Lenz v Mayor of Detroit*, 338 Mich 383, 61 NW 2d 587 (1953).

[18] *Franchise Realty v Attorney General*, 345 Mich 536, 77 NW 257.

[19] *People ex rel Secretary of State v State Ins. Co*, 19 Mich 392 (1864). See also *Beechman v Austin*, 42 Mich App 328, 201 NW 2d 649 (1972); *Derovin v Yeager*, 29 Mich App 309, 172 NW 2d 463 (1969).

in all actions for mandamus against state officers.[20]

As to who can be plaintiff in mandamus proceedings, private persons as well as public officers and boards may institute suit. If there is more than one named plaintiff, it is sufficient if one such plaintiff has the right to sue for mandamus.[21] In the case of private persons, they must have a "special or peculiar interest," as entitles them to apply for mandamus to compel some action on the part of said officers. Their interest must be more than that of the general public, except in cases where the Attorney General refuses without good reason to act. Whether such private person has enough "special or peculiar" interest as entiles him to institute mandamus proceedings is a matter of discretion for the court.[22]

Necessary defendants in a mandamus proceeding are largely governed by the general rules as to defendants in ordinary actions. The officer, body, corporation, or person whose duty it is to perform the act sought to be enforced should be joined as defendant in a mandamus action.

Plaintiffs may include a minority student and parent, a school district, a school teacher and posibly a civil rights and/or a teacher organization. Whether any of the above named parties or organizations have sufficient "special or peculiar interest" is of course within the discretion of the Court of Appeals.

Conclusion:

It does not appear that the Department of Education will act without outside compulsion. It is apparent that the Department does not desire to assume its role as the *leader* in providing adequate education to all children in the State of Michigan. In order to bring this country back together, governmental institutions charged with leadership responsibility are going to have to make hard and sound decisions. They cannot ignore that responsibility, nor may they only half perform. A few pious declarations without the force of sanctions behind them will not impress upon anyone the importance of the task at hand. Requiring institutions of higher education approved for teacher training to adequately prepare teachers to deal with new problems and new demands is a relatively minor requirement when viewed in light of the tremendous difficulties faced by minorities and the poor in contemporary American society.

I am of the opinion that teachers do not mind being held accountable so long as everyone involved is also held accountable. That includes everyone from the Legislature to the State Board, to the Department of Education, to the local school district down to the local principal.

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[20] MCLA 600.4401; MSA 72A 4401, as amended (1967); GCR 714.1, as amended (1965).

[21] *American Pharmaceutical Ass'n v Michigan Board of Pharmacy*, 310 Mich 23, 16 NW 2d 652 (1944).

[22] *Amberg v Welsh*, 325 Mich 285, 38 NW 2d 304 (1949).

MULTI-CULTURAL EDUCATION AS PERCEIVED BY THE MICHIGAN DEPARTMENT OF EDUCATION

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History of Department Involvement

For many years the Department of Education was supportive of the need to teach the many cultures representative of the pluralistic nature of the population of Michigan. The first endeavor was one of curriculum development, and the first large, funded project in this area came from the efforts of the Michigan Foreign Language Curriculum Advisory Committee. This committee proposed a project, the acronym of which is FLICS, "Foreign Language Innovative Curriculum Studies." At the completion of this project, many products related to the teaching of culture were available. The Department of Education has on file curriculum materials related to the objectives of the project. The materials resulting from the 3 years of FLICS are related to the following purposes:

1. To improve oral language proficiency in English of Spanish speaking children, of inner-city children and of the culturally disadvantaged rural group.
2. To develop literacy in Spanish of Spanish speaking children and to acquaint them with the culture from which they have come.
3. To acquaint children of various ethnic backgrounds with the culture and language of their forefathers, and to help them develop concepts of culture and reduce possible ethnocentrism.
4. To acquaint non-ethnic background American children with another language and culture in order to reduce ethnocentrism and to provide standards of cultural comparison.
5. To provide individual study programs in art, music and social studies as a cultural adjunct to foreign language learning.
6. To provide individual study programs for carrel use, in nonforeign language areas, such as home economics, electronics, woodshops, conservation, etc.
7. To train adults in analysis and solution of instructional problems.

The problems related to the development of curriculum material were many. However, a few are worthy of mention. First of all, there was a

great deal of conflicting opinion among ethnic and racial groups as to whether they wanted their heritage preserved through the development of materials or wether the real direction for their children should be in terms of assimilation into the mainstream of American culture (which remained undefined). There was also the problem related to the nature of the materials themselves, since they were unpublished materials and there was very little money available for dissemination. It was extremely difficult to alert teacher training institutions to the availability of the materials and the need for them. This resulted in the materials not being widely available to classroom teachers, and where they were, a void existed in service necessary for their proper utilization.

The obvious next step would have been the publication of the materials by leading textbook companies. Textbook companies were unwilling to publish materials without documentation which would ensure a legitimate profit. The one exception to the lack of success in this area was the set of materials related to Spanish-speaking populations. FLICS completed Kindergarten materials which are being initiated through grade 2 with migrant funds. At the present time, these are being published and disseminated by the Migrant Unit of the Michigan Department of Education and the American Council of Teachers of Foreign Languages. These materials have also been used as the bases for the expansion and development of other materials in this category .

From the stage of development of curriculum materials, the Department, with limited funding and the cooperation of the Grand Rapids Public Schools, developed a bibliography which was worked on by ethnic and racial groups. These groups reviewed and annotated existing materials in the hope that teachers would become more aware of available resources.

The Department also, through the use of Title V of ESEA, has for several years conducted a textbook study to review the inclusion of ethnic and racial materials in existing social studies textbooks.

About this same time, Mr. Ron Edmonds, Assistant to the Superintendent of Public Instruction, organized a committee made up of representatives of the various racial and ethnic groups living in Michigan for the purpose of advising the Department on future activities in the area of cultural pluralism. The committee acted in an advisory capacity to the Department for several years. Since that time the Department has added staff members for the purpose of advising the Department on Indian and Chicano affairs and has organized a special unit called "School and Community Affairs" which is responsible for acting as liaison between the schools and the Department in these areas.

Need for Continued Effort

It is quite apparent that there is still a great need for future activities at the state and local level in the teaching of culture. Society is faced with the dilemma of resisting the age-old concept of the "melting pot" which tends to indicate a national and state philosophy of assimilation. The

State Board of Education has taken no policy stand in this area and the feeling is that one reason for this is a lack of articulation as to the desire of the groups involved to follow a concerted direction in regard to the teaching and, consequently, preservation of cultural information. It appears evident that documentation from the populations in the field needs to be collected as to the directions the Department might take regarding the preservation of the pluralistic nature of the people of Michigan.

If this documentation of need is not forthcoming, the future direction seems to be more in the realm of "global education." Global education tends to surface the idea of international cooperation from a survival viewpoint, i.e. energy and defense, rather than internal enrichment activities related to the preservation of culture.

The Michigan Department of Education is constantly alert to the needs of the populace. In the category of multi-cultural education, the Department in most cases (bilingual education being a noted exception) has not received sufficient evidence of a unified policy supported by large numbers of people which would give direction for implementation at the state level.

TEACHER TRAINING INSTITUTIONS AND THE NEED FOR MULTI-CULTURAL EDUCATION

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Is the United States culturally plural? Ethnically speaking, yes. The population of the U.S. is comprised of both the white ethnics (Polish, Irish, German, Italians, French, etc.) and the highly visible ethnic groups (Third World people) which includes Blacks, Latinos, Native-Americans, and Asian Americans. American society is very culturally plural in terms of the make-up of the society. The structure of the make-up of American society can be plotted on a graph to show relations by the use of percentages. When it concerns a count by bodies, by numbers, by percentages, yes, the United States is culturally plural.

Is the United States culturally plural in terms of science, technology, economics, politics, literature, the arts, etc.? As we relate to the experiences that schools have given us, experiences that reflect a monocultural-white, (Anglo if you will) middle class aspects of American society, then we are compelled to answer, no, the United States is not culturally plural. Our experiences in American history classes were those of the struggles, tragedies, successes and contributions of *white* heroes, *white* scientists, *white* politicians, etc. In effect, we were exposed to one world, the *white* world.

Why is it, then, that in the past few years, there has been a surge in the development of ethnic studies? Why is it that teachers have to utilize supplementary materials when they are confronted with situations in which they cannot respond truthfully? The fact is, it is common knowledge to everyone that somehow, whether intentionally or inadvertently, America has not given validity to the dignity and worth of the culturally diverse components of its society. Educational institutions have played a very significant role in perpetuating myths, distortions and oppression of the highly visible ethnic groups. They have legitimized the inculcating of the values, goals and attitudes of the majority, the *dominant* element of society. In doing so, they have rendered the values, goals and attitudes of the non-majority as invalid, inappropriate, deviate, and worse still, non-existent. It is true, you can argue that Third World people *can* be found in the instructional materials used by educational institutions. But in what roles do they appear, in positive, contributory roles in the development of the United States, or do they appear in the negative, stereotypical roles, demonstrating struggle, conflict, or oppression, if you will?

There is a need, then, for multi-cultural education because there presently exists a data-deficiency among persons involved in the educational process, a data-deficiency which not only is detrimental to the self-concept of Third World children, but *which is an embezzlement perpetrated on the white* student as well. Teachers have, by no fault of their own, been processed through a system which has the responsibilty of training them to educate children. The problem is, they have not been trained to teach culturally diverse children. Knowledge is imparted with a maximum amount of understanding for the particular need of a child. Allowances have to be made for the individuality of the child. The teacher cannot begin to comprehend what a child needs until he or she knows who the child is, what type of environment he comes from, and what his social patterns and beliefs and ethics are. In other words, the teacher has to accept the dignity and worth of the child. Unfortunately, this has not been the case in the past. A Third World child, by virtue of the fact that the environment that surrounds him in the school, his teachers, most of his peers, their values, beliefs, attitudes, and behavior, the materials he works with, the structure of the school itself, is alien to his culture, begins to develop a negative self-concept; his self-confidence and self-knowledge is damaged. Dr. Aragon, Director of the United States Office of Bilingual Educations says that a Latino student is emotionaly worse off when he leaves a school system than before he entered it.

Multi-Ethnic Curriculum and MEA posture

The answer to the problem is then tackling the curriculum. The curriculum should be modified so that is reflects the dignity and worth of Third World people and their contributions to the development of the United States. Efforts are being made on an individual teacher or school building basis to begin to effect some change in their curriculum. But until this process is institutionalized, very little change will occur among the behavior and delivery of the multi-ethnic curriculum by school personnel. In other words, various groups and organizations must take part in the institutionalization of the cultural pluralism before the schools, colleges and universities can effectively deal with multi-cultural education. The Michigan Education Association has taken the posture that the Teacher Certification Code for the State of Michigan should require that teachers complete as a part of their degree and certification requirements no less than six academic credit hours in multi-ethnic studies. As relates to the desegregation order, the MEA requested that the court order the Metropolitan District to develop and implement a policy which mandates that all persons employed at a professional capacity within the school environment must complete or shall have completed no less than six academic credit hours in multi-ethnic studies within a two-year period beginning with the date of implementation of the desegregation order plus a training program in a human relations component. MEA is also relating to the need for changes within the school environment as it relates to multi-ethnic cur-

riculum development and human relations through requesting of the North Central School Accreditation Association a revision within the present criteria to include the variables of multi-ethnic curriculum development, human relations, the rights of students, and the employment of minority group persons.

Role of Various Organizations in Institutionalizing the Realities of Cultural Pluralism.

The most pertinent groups that must take part if our society is to effectively institutionalize the realities of cultural pluralism in the schools, colleges and universities are the state legislatures, state boards of education, colleges and universities, and teacher associations and unions.

The following focuses on some of the tasks that each of the aforementioned must complete if our society indeed is to change the state of Third World people in a pluralistic society to being valid, appropriate, and legitimate, and at the same time effectuate a more viable learning environment for *all* students.

Role of State Legislatures

1. Initiate and pass legislation that will:
   A. Establish what racist behavior and practices are (individual and institutional).
   B. Prohibit racist behavior and practices from being conducted in the educational institutions of Michigan.
   C. Prohibit publishers whose materials have been found biased from marketing those products in Michigan.
   D. Mandate that the realities of our culturally plural society, both past and present, be reflected in the totality of that which is the school, college, or university.
   E. Charge the state board of education to implement the above legislative provisions and provide the necessary allocations for implementing the charge effectively.

Role of the State Boards of Education

The major function of the state boards of education will be to implement laws on cultural pluralism as passed by the respective state legislature. In carrying out their responsibilities, state boards should consider the following actions:

1. Establish a curriculum department on cultural pluralism (All general education would be a part of this department). The function of this department would be as follows:
   A. Develop and/or refine present instruments for assessing ethnic biases in instrumental material.

B. Develop culturally plural material for all subjects K-12 including lesson guides.

C. Provide each school district with lists of instructional materials that have been assessed both as ethnically biased and free of bias.

D. Provide consultants to assist local school districts in implementing the realities of cultural pluralism.

2. Recommend to local school districts to establish a department of cultural pluralism in curriculum whose role would correspond with that recommended at the state level.
3. Employ a multiracial staff. There should be at least one member from each of the Third World groups.
4. Establish as a requirement for teacher certification and continued teacher tenure a minimum of twelve college credit hours in areas such as institutional and individual racism, cultural pluralism, etc.
5. Mandate bilingual and bicultural programs be established wherever there at least ten children whose language at home is *not* English and they (the children) cannot speak, read, and/or understand English and/or read and write the language spoken at home.
6. Develop and/or refine present instruments for assessing ethnic bias in achievement and intelligence tests.
7. Evaluate all intelligence and achievement tests for ethnic bias and prohibit the use of those found to be biased.

Role of the Local School Boards and the Local Teacher Associations or Unions

Because of legislation in some states, teachers as well as other public employees have the right to negotiate with their employers an agreement (contract) relative to their conditions of employment. The scope of these conditions in many instances included curriculum. In light of this, the tasks presented in this section will focus on two primary functions—those that can be answered by the mandate of the local boards of education and those that can be answered by collective bargaining.

1. Tasks to be answered by mandate of local school boards.

A. Establish a department of curriculum on Cultural Pluralism, whose role would be:

1.) Evaluate ethnic biases in the district's instructional material.

2.) Develop culturally plural material for all subjects K-12 including lesson guides.

3.) Provide consultative services to each school of the district as they proceed in implementing the realities of cultural pluralism.

4.) Identify and share with each school the presently existing material that can be utilized in effectuating cultural pluralism in the classroom.

B. Evaluate locally used standardized achievement and intelligence tests for ethnic bias and discontinue those found to be biased.

2. Tasks to be answered by the collective bargaining process.

A. Establish what racist behavior and practices are—individual and institutional. (These can follow the state criteria if those are developed.)

B. Prohibit the racist behavior and practices from being conducted in the local school district, violation of which would result in reprimand, suspension, and/or permanent dismissal.

C. Mandate that new teachers employed will have had at least twelve college credit hours in areas e.g. cultural pluralism, institutional and individual racism, etc.

D. Mandate that teachers and administrators presently employed will within a three-year period acquire at least twelve college credit hours in areas e.g. cultural pluralism, institutional and individual racism, etc.

E. Mandate an indepth and on-going inservice program, one whose length is greater than a day, sustaining, and is free of internal interruptions and conflicts. Such an inservice should include the following or similar program topics: "Institutional and Individual Racism," "Establishing a Curriculum with the Realities of Cultural Pluralism," "Values Clarification," "Instructional Material and Ethnic Bias," "Institutionalizing and Implementing the Realities of Cultural Pluralism," "The Cognitive and Affective Domains," etc.

F. Mandate that Third World people will be employed at *all* levels in the school district.

Role of the Colleges and Universities

1. Mandate that the realities of cultural pluralism both past and present be reflected in the *totality* of that which is the college or university.
2. Mandate that *all* degree programs will have as a basic requirement, training in institutional and individual racism, the realities of cultural pluralism, development and utilization of multi-ethnic instructional materials, the evaluation of instructional material and standarized tests for ethnic bias, etc.
3. Mandate a culturally plural staff at all levels.
4. Prohibit racist behavior and practices from being conducted at the college or university by establishing what that is and making the violation of such grounds for dismissal.
5. Mandate that all inservice conducted with school districts be contingent at least on the required participation by the immediate supervisors of that personnel involved.

Conclusion

The aforementioned tasks are recommendations presented by the Michigan Education Association. The educational institutions must be confronted and held accountable. They must begin to effect curriculum change, change that will be respective of, responsive to, and meaningful for all members of this cultural plural society.

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EXEMPLARY PROGRAMS OF MULTI-CULTURAL EDUCATION IN TEACHER TRAINING INSTITUTIONS

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In order to improve the multi-cultural educational program in the Birmingham Schools, a committee of teachers, administrators, and parents recently made an intensive study of curricular content, instructional materials, and personnel practices of the district. The joint committee recommended specific affirmative steps in each of these areas. One of the activities has special interest for those desiring to improve teacher training in the area of multi-cultural education.

We wrote to the Deans of the Schools of Education in major colleges and universities and told them that when considering candidates of equal qualifications, that the Birmingham Public Schools will give special consideration to those individuals who have had personal experience or formal training in the area of minority group studies. We stated that the formal training we have in mind would be designed to provide candidates with an understanding of: the effect of racism on decision making in our society; the effect of prejudice on the life chances of individuals in our society; and the contributions of minority groups to the American culture.

We requested a description of the programs designed to deal in a clear and direct way with these concepts and understandings. A total of 122 requests for information were submitted to the colleges and universities with whom we have regular placement contacts.

In no way could the responses be considered a careful study, but the replies were interesting. Our major effort was to stimulate interest in changing programs. I believe that we did a bit of that and I know we will continue that effort. We will be summarizing our findings as the next step to stimulate. We received no reply from eighty colleges and assumed that they had no significant program. We received replies from forty-two which indicated some attempts at dealing with the three topics.

Even among the group that responded, a large number of replies revealed no special program. Casual inspection showed that thirty colleges had made some significant development in this area. The model answer was to provide a listing of courses which could be elected from the total university offering. Several mentioned special, separate programs, the most frequent being in Black Studies, Urban Education, or Teaching of Educationally Disadvantaged.

It seems that most major universities have dozens of special courses that treat multi-cultural education. Many opportunities do exist for intensive study in areas for students who have a special interest. Usually, these experiences are not required, and the majority of students do not seem to become involved in them. The programs of Indiana University and Kent State University are especially outstanding. They offer what appears to be fine selection of optional programs in multi-cultural education and other collateral training.

Three universities offer an approach significantly different to deserve commendation as exemplary programs. They exist in state universities in the three bordering upper midwest states of Wisconsin, Minnesota, and Michigan.

The Wisconsin Department of Public Instruction has a specific administrative code requirement in human relations which requires that:

(A) Preparation in human relations, including intergroup relations, shall be included in programs leading to initial certification in education. Institutions of higher education shall provide evidence that preparation in human relations, including intergroup relations, is an integral part of programs leading to initial certification in education and that members of various racial, cultural, and economic groups have participated in the development of such programs.

(B) Such preparation shall include the following experiences:

1. Development of attitudes, skills, and techniques so that knowledge of human relations, including intergroup relations, can be translated into learning experiences for students.
2. A study of the values, life styles, and contributions of racial, cultural and economic groups in American society.
3. An analysis of the forces of racism, prejudice, and discrimination in American life and the impact of these forces on the experience of the majority and minority groups.
4. Structured experiences in which teacher candidates have opportunities to examine their own attitudes and feelings about issues of racism, prejudice, and discrimination.
5. Direct involvement with members of racial, cultural, and economic groups and/or with organizations working to improve human relations, including intergroup relations.
6. Experiences in evaluating the ways in which racism, prejudice, and discrimination can be reflected in instructional materials.

The University of Wisconsin-Madison, and the University of Wisconsin-Stout, each have developed an approach to meet these requirements. Requirement #5 which mandates "Direct involvement with members of racial, cultural, and economic groups and/or with organizations working to improve human relations, including intergroup relations" is satisfied through a set of field experiences. The other requirements are met through

an individually selected program using a variety of courses offered by the university. Each student bears the major responsibility for organizing an appropriate program of courses and field experiences. The faculty teaching the courses have submitted documentation for each course for each code point.

Study of the course listing reveals that almost every course listed meets two or more of the points in the code. However, there seems to be no more courses directed at the multi-cultural education area than at comparable institutions. The requirements for "a study of the values, life styles, and contributions of racial, cultural, and economic groups in American society" could be met by seventy-one courses at University of Wisconsin-Madison. Although the relationship to multi-cultural education is obvious in seventeen of the titles, it does include some questionable ones in the other fifty-four, including such far removed ones as "Teaching Language Arts," "Introduction to Dance/Movement Therapy," "Children's Literature," "Story Telling and Oral Literature," "Health Core Systems," and "Introduction to Communicative Disorders."

The program at University of Wisconsin-Stout is slightly less minority culture oriented, particularly for the field service experience. It puts its major emphasis more on the human relations aspects, such as self, self awareness and the development of positive self concepts, the nature and condition of man the human being, the many facets of individual differences within the framework of human growth and development. In support of their position, they point out correctly in their descriptive literature that in the state administrative code the term "minority" appears only once.

The state department in Minnesota also has adopted a regulation on human relations education for teachers. The teacher training institutions in the state and other educational organizations, including public school systems, are implementing preservice and in-service programs. This is necessary because the regulation requires that all candidates for a teacher's license must have met the requirements before they receive a license. All teachers renewing their license must meet the same requirements.

The University of Minnesota at Duluth has been one of the first to develop a special program. Their program requires a six unit program of study in a competency-based, individualized program. The units are:

1. Understanding the Contributions and Life Styles of Various Racial, Cultural, and Economic Groups in Our Society.
2. Self-concept Development (special emphasis on minority group pupils).
3. Dehumanizing Labels and Stereotyping.
4. Human Education.
5. Analysis of Classroom Interaction.
6. Personal Asessment.

These learning packages include direct personal experience with culturally different people. In terms of time and effort, item number one

which relates to multi-cultural education is by far the most demanding. In addition, some students elect additional course work in fields of interest.

The third program to be mentioned is at The University of Michigan. There, prior to student teachitng, students are required to elect three courses from a prescribed list of courses in order to meet the multi-cultural requirement. The list does not include education courses nor non-credit courses in order to increase the breadth of experience outside education and to leave the education hours unrestricted. Approximately half of the first year list of 241 courses is in the field of Afro-American or African Studies. One special course, "Teaching for Cultural Diversity," offers teaching techniques and strategies for implementing a multi-cultural curriculum. A knowledge of materials appropriate for teaching cultural content, and the aLility to develop and evaluate such materials is included. There has also been an attempt to integrate the multi-cultural concept in the education courses, in order to provide some exposure to multi-cultural education.

As a practicing administrator and one who is especially interested in how students learn, and how people change their beliefs and actions, I would like to offer ten hints for those who are developing multi-cultural programs.

1. Avoid the lecture and reading approach and provide for student involvement, at least in a part of the program. The field experience out in the community with the culturally distinct, and with children, provides a type of learning which can not be a second hand experience. Do provide some direct "people" experience as well as the "book" activities.
2. Do not focus on information, but put an emphasis upon attitudinal changes. The cognitive is usually overemphasized in college courses, with little attention tho the affective domain.
3. Do not limit the program to human relations, nor only to multicultural education. Neither takes on the full dimensions, nor fills the void, unless the other is present.
4. Avoid the "professor developed" set of learning experiences by including the contributions of students, teachers in practice, and citizens (particularly the culturally distinct). Active participation of community consultants adds a special impact. Professor are usually white and always middle-class and cannot provide adequate exposure to other value systems.
5. Forget the courses already developed for other purposes and develop new courses based upon your objectives. Only by accident can a course already in operation at the university meet the objectives; certainly hundreds do not meet the objectives.
6. Move out of the Department of Education for your expertise. Specialists in Urban Studies, Social Psychology, Social Anthropology,

History, and Political Science have a special contribution different from the educator.

7. Develop an individualized, prescribed program. Consider diagnostic placement and review. Do not give the same treatment to each pupil despite his special interest, abilities, and entering knowledge and beliefs. If some do not attain the objectives, do not certify them as teachers. Do not certify them as teachers until they have attained the objectives.
8. Present an integrated, continuing set of experiences throughout the preservice training, rather than a one-shot (or three-shot) exposure. Teaching in such an area can not be compartmentalized; in order for the learning to be effective, it must permeate the total experience.
9. Have compulsory requirements to insure balance of experience. Use voluntary experiences only as supplements to the core activities. A narrow focus in a minority culture is certainly not a multi-culture experience.
10. Develop a competency based program. Focus on learning, not on teaching. A competency attained is crucial; a concept presented is only secondary. Three courses "taken" do not mean that the attitudes have "taken."

In summary, it should be emphasized that school districts now are looking to the teacher training institutions to provide multi-cultural training for those who will teach. Full preparation now includes a multi-cultural component. More is required than a manipulation of course requirements by the colleges and universities. Teachers are desired who are trained so that they can transmit to our pupils our multi-cultural heritage.

MULTI-CULTURAL TEACHER TRAINING PROGRAM AT THE UNIVERSITY OF MICHIGAN

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During the past decade it was extremely necessary to be demanding as well as explicit in articulating the need for multi-cultural education. The necessity to be as forceful in justifying the needs to recognize diversity during the seventies is not diminishing. However, the country is becoming more cognizant of diversity, which I feel can be attributed to the third world activity of the past few years—initiated primarily by Black Americans.

People appear to be somewhat more concerned about ethnicity and cultural identity and these concerns are being expressed in a variety of ways. Communities are beginning to sponsor and foster ethnic heritage affairs and events. Schools are planning for changes in curricula that reflect and acknowledge the various ethnic and cultural groups of our society. Individuals are assuming more pride in their ancestry and are no longer hiding ethnic or cultural approaches and responses to their unique and personal styles of living. In general, it is somewhat safe to conclude that as we aproach the mid-seventies, people appear to be more relaxed and are begining to find some aspects of freedom in a society that at one time tolerated little if any diversity.

However, this does not mean that the goals and concepts inherent in cultural diversity do not need determined and definite approaches that will insure the development and implementation of multi-cultural education at all evels. These goals do not focus on integration for the sake of integration nor do they rely on separatism for survival. Multi-cultural education implies an approach that promotes individual freedom for all persons to retain the uniqueness and integrity of their cultural heritage. It is a means through which third world peoples can find freedom, peace and equality in a society that has long denied their existence. It is a means through which others can be made to realize that the society in which we live is not mono-cultural. It is a way of eliminating elements of ethnocentric behavior responsible for discrimination and racist practices that have been allowed to exist. In essence, we have made some beginnings but the end is far from being in sight.

Earlier, I mentioned that schools were beginning to respond to cultural diversity and this is perhaps where I would like to begin and share with you some experiences in teacher training that indicate and support the notion that some educators are attempting to address themselves to the needs of multi-cultural education.

During the Spring of 1972, the School of Education, University of Michigan was informed by the Ann Arbor Public Schools that the Master Agreement between the Board of Education and the Ann Arbor Education Association had included a section that would have some implication for our program. The section referred to the preparation of student teachers in the area of multi-ethnic education. In fact, it did more than refer to the preparation of our student teachers in this area but stated:

> Beginning the 1972–73 school year, no student teacher shall be accepted by the Ann Arbor Schools unless he can demonstrate attitudes necessary to support and create the multi-ethnic curriculum. Each student teacher must provide a document or transcript which reflects training in or evidence of substantive understanding of the multi-ethnic or minority experience. (Ann Arbor Public Schools, 1971–73, p. 10)

This indeed had meaning for the School of Education because at that time there were no visible indications of multi-ethnicity or multi-culturalism evident in the formal curriculum of our teacher training program except the Urban Program in Education and the Program for Educational Opportunity under the direction of Dr. Charles Moody.

The school faced a dilemma. Approximately one thousand students had to be prepared to meet this requirement in less than six months. The Winter Term was half over and the Student Teaching assignments for Fall were in the process of being made. There was no feasible way at that point in time to adequately prepare our students but we knew we had to try to do something. A committee was formed and our task was two-fold: 1) to plan some experience for our students that would qualify them for student teaching in the Ann Arbor Public Schools (approximately three-fifths or more of our student teachers are placed in the Ann Arbor Public Schools for student teacher training); 2) to plan an integrated and long range teaching program for our students in multi-cultural education. Our tasks were defined and we began what appeared to be an impossible task.

We accomplished our first task by designing workshops that would in essence expose students to the concept of multi-cultural education. Our Fall Workshop was not the most successful but, according to the research project that we conducted during the session, it did make an impact on some students (Baker, 1973). We made many mistakes on the first workshop and began immediately following the final session to plan for the Winter Workshop. The 1973 Winter Multi-Cultural Workshop was a tremendous success! A choice of participation in over seventy-five sessions was offered to the students. These included a variety of ethnic group content oriented presentations as well as sessions that stressed methodology. In spite of the fact that the Winter Workshop was successful, we knew that an honest response to the needs for multi-cultural training had to involve students in a more intensive and extensive type of program.

Subsequently, the Multi-Cultural Program Committee identified three areas in which they felt students needed preparation if multi-cultural education was to have any impact at all. The three areas were: Knowledge,

Philosophy, and Methodology. Once the areas were identified, the committee set about the task of also identifying specific objectives that would help guide us in planning specific ways to achieve our goals. A list of objectives was developed and officially adopted by the School of Education, The University of Michigan (see "Multi-Cultural Objectives for School of Education," following this paper). In an attempt to accomplish the objective of the Knowledge Component, we established a multi-cultural course requirement for all students planning to become certified by our institution. A list of courses that were offered in units throughout the university that appeared relevant to cultural concepts was identified. Students were then required to elect three of these courses prior to their student teaching experience. We allowed a year for students to make this adjustment in their schedules and the requirement will be in effect Fall 1974.

The Philosophical Component, in theory, was to be achieved as a result of the required course work plus the course offerings in the Social Foundations Department. The Methodology was expected to be integrated into all of the courses offered in methodolgy. One new methods course called "Methods for Multi-Cultural Education" has been established in the Teacher Education Division and there is evidence that some professors are making honest and effective attempts to integrate multi-cultural concepts and approaches in their classes but not all are. The summer schedule of 1974 will offer several courses that will focus on multi-cultural education. In an effort to involve the community and to enrich our curriculum we have developed a Multi-Cultural Lecture/Workshop Series that students and teachers may participate in on a voluntary basis or for course credit.

There have been two important elements in the development of our Multi-Cultural Training Program that have aided its growth. First of all, Dean Wilbur Cohen and Associate Dean Frederick Bertolaet are committed to the need for multi-cultural training and are supportive in many ways. Another important element of the total Multi-Cultural Program has been the emphasis and work of the Program for Educational Opportunity. From its inception, the need for education in this area has been recognized. Several conferences, lecture series, workshops and technical assistance have been devoted to this topic under the direction of Dr. Charles Moody.

At this point we feel we have made a beginning but are not satisfied with our present plan. We are, however, encouraged by the student response and acceptance of the validity of the training.

Our program is presently being revised and it is the hope of myself and the committee that within the next three years, a more effective plan for training teachers to teach diversity will be developed.

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UNIVERSITY OF MICHIGAN
1973

MULTI-CULTURAL OBJECTIVES FOR SCHOOL OF EDUCATION

"The following set of objectives apply to any member of the School of Education—students, faculty, or other staff—who are responsible for academic programs of the School or who are participants in such programs. They were developed by the Multi-Cultural Committee and adopted at the November 15, 1973 Faculty Meeting of the School of Education."

I. KNOWLEDGE

1) To expand the participants' knowledge of their own and other cultures
2) to deepen and to increase the participants' awareness of their own cultural identity
3) to help participants develop a better understanding of various ways to expand their contacts with other cultural groups, and to become better acquainted with their own cultural roles

II. PHILOSOPHY

1) to develop the participants' capacities for humane, sensitive and critical inquiry into the nature of cultural issues, particularly as these may relate to education
2) to study the aesthetic, epistomological and ethical interrelationships of cultural life in the United States and elsewhere through their psychological, social, economic, and political dimensions
3) to increase the participants' capacity for examining their own cultural attitudes and values in the light of history and the current situation
4) to augment the participants' abilities for envisaging future developments and engaging in planning for cultural interchange within an emerging world society

III. METHODOLOGY

.....to help participants develop the ability to develop and plan multi-cultural learning experiences by:

1) investigating, developing, and testing suitable teaching strategies for a multi-cultural curriculum
2) increasing skills in locating, developing, and using instructional resources for multi-cultural education
3) learning to assess the effectiveness of a multi-cultural curriculum

TEACHER TRAINING INSTITUTIONS QUESTIONNAIRE*

Results

Of the eighty-eight institutions of higher education in the State of Michigan, twenty-eight grant certificates in the area of teacher education. It was to these twenty-eight colleges and universities that we addressed ourselves in order to acquire information concerning "Teacher Training Institutions and the Need for Multi-Cultural Education."

Some questions we thought pertinent to our inquiry were: Is there an effort on the part of colleges and universities to pattern their curriculum after the needs expressed by school districts where student teachers are placed? If not, are trends in curriculum implemented by their own volition? pressure by students? by state and local educational association? by pressure groups? Have students felt or recognized a need for (more) multi-cultural learning experiences as they attempt to relate, teach and reach children in schools in which they are assigned? Are schools sufficiently meeting the needs of their students from a multi-cultural aspect?

The list of questions could go on indefinitely. Nevertheless, it was at this point that we felt we could begin to roughly outline a questionnaire which, in the final analysis, would answer some of the questions and yield conclusions, implications for the educational process, as well as for educators.

The following is the questionnaire with the total results as indicated by twenty-two of twenty-eight (79%) teacher training institutions in the state of Michigan.

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* The questionnaire was designed and administered by Alva Keith Guy, Judith Fields and Lorraine Buffington, Field Service Specialists for the Program for Educational Opportunity.

TEACHER TRAINING INSTITUTIONS QUESTIONNAIRE

1. Please list the school districts in which student teachers from your institution are placed.

   Student teachers are placed in districts from the immediate vicinity, as well as places as far as the Upper Peninsula, Wisconsin and areas of Canada. Ann Arbor, Birmingham, Grand Rapids and Wayne County, as well as some school districts which were not specified by the college or university in, require multi-cultural preparation as a prerequisite for student teaching or teacher placement.

2. Do any of the above disticts require multi-cultural course work as a condition or prerequisite for student teaching?

   Yes 5 No 17

   If yes, how many? .....
   (Please place an asterick by those districts listed that require multi-cultural courses as a prerequisite to student teaching.)

3. Does your institution presently offer multi-cultural courses as a part of the course offerings curriculum?

   Yes 17 No 5

   A. If yes, when did such courses become a part of the curriculum?

   1960's – 6 January interim – 1
   1970's – 7 No answer – 8

   B. If no, is your institution planning to add multi-cultural courses to its curriculum?

   Yes 1 No 4

   C. When? Comments:

   "...the need is recognized yet there are no plans..."
   "...no definite plans as of now..."
   "...as instructors recommend them..."
   "...not unless the demand reappears..."

4. If your institution is not planning to add multi-cultural courses, would you please indicate to the best of your knowledge reasons for not doing so?

Of the four negative responses one institution responded to this question. The reason for not implementing multi-cultural education into their curriculum is that there is "no pressure or perceived need."

5. Have any of your students expressed a desire to have multi-cultural courses made a part of the curriculum?

   Yes 9 No 13

6. If yes to the above, approximately how many?
   (Please estimate in terms of percentages.) ..... %
   Range from 1% to 75%.

   A. As a required course?

      Yes 3

   B. As an elective course?

      Yes 8

   (Two institutions responded affirmatively to both A and B)

This chart indicates the population of minority school children in those cities where teacher training institutions in Michigan are located.

City	*County*	*Population*	*% School Minority*	*Teacher Training Institutions*
1. Adrian	Lenawee	8,431	36.9	2
2. Albion	Calhoun	3,522	34.9	1
3. Allendale	Ottawa	689	2.7	1
4. Alma	Gratiot	3,941	6.6	1
5. Ann Arbor	Washtenaw	19,643	13.6	1
6. Berrien Springs	Berrien	2,248	15.5	1
7. Big Rapids	Mecosta	2,524	.9	1
8. Detroit	Wayne	279,558	69.1	4
9. East Lansing	Ingham	4,877	9.1	1
10. Grand Rapids	Kent	33,824	29.1	2
11. Hillsdale	Hillsdale	2,793	.6	1
12. Holland	Ottawa	5,415	15.3	1
13. Houghton	Roscommon	1,617	.3	1
14. Kalamazoo	Kalamazoo	15,915	21.1	3
15. Livonia	Wayne	37,587	.9	1
16. Marquette	Marquette	4,832	1.5	1
17. Mt. Pleasant	Isabella	4,806	5.3	1
18. Olivet	Eaton	1,184	1.7	1
19. Rochester	Oakland	9,607	.9	1
20. Spring Arbor*	Jackson		–	1
21. Ypsilanti	Washtenaw	7,477	25.9	1
MICHIGAN		2,183,100	16.1	28

March 21, 1973 State Department of Education, Racial Ethnic Census

* School children attend Western Public Schools. Minorities constitute .5% of the total school population.

On the basis of the questionnaire results, the responses seem to reflect, and the implications may lead one to believe, that teacher training institutions in the state of Michigan have little concern regarding multi-cultural education.

According to the March 21, 1973 Michigan State Department of Education Racial Ethnic Census, the population of children enrolled in public schools throughout the state totals 2,183,110, of which minority students represent 16.1 percent. Yet regardless of the number of minority students in schools around the state, their very existence is significant and cannot be ignored by those institutions content to let multi-cultural education rest until the "demand reappears."[1]

One must consider that sincere change to implement a strong and meaningful multi-cultural program in the curriculum does greatly depend upon the acceptance of ethnic and cultural diversities by educators.[2] Meaningful change, regardless of the situation, does take time. Nevertheless, is it too great to ask that our teacher training institutions stop perpetuating the mere dissemination of a single culture and its history and expand to include a curriculum which reflects the nature of the society which they (teacher training institutions) serve? Indeed, these were the cries and demands which were heard so frequently (especially) in the 1960's.

There is still a need for multi-cultural education, inasmuch as America reflects and will continue to reflect a multi-cultural society. So the need for multi-cultural education should, therefore, move these educators to initiate, seek out, and implement the necessary experience vital to perspective teachers and the children they teach in spite of their ethnic backgrounds. With this, the question remains: How much time is needed before effective change by educators is initiated? How much longer can our school children wait? Can teacher training institutions afford to procrastinate until ". . . the demand reappears," until there is "pressure," or until the "perceived need" is finally recognized or acknowledged?

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[1] Comment made by one teacher training institution.

[2] Baker, Gwendolyn C., "Multi-Cultural Education is a Force for Change," *Innovator*. Vol. 4, No. 12, April 16, 1973.

PART II

APPROACHES TO DEVELOPING MODELS FOR PROFESSIONAL GROWTH AND DEVELOPMENT

February 28–March 1, 1974

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INTRODUCTION

CHARLES D. MOODY, SR.

Dr. Moody is Director of the Program for Educational Opportunity and Assistant Professor, School of Education, The University of Michigan.

"That there is great need for better programs of in-service education is rarely contested. Our rapidly changing culture and its implications for curriculum changes, the continuing increase in pupil enrollment and numbers of teachers, the continuous addition to our knowledge in general and particularly our knowledge about children and youth and the learning process all, in cumulation, mean that professional school people need to work continuously to keep abreast of what they must know and must be able to do. They need help, too, in the form of carefully planned and creative programs of in-service education. There are many indications that such programs are becoming increasingly common; but it is also apparent that much of what goes for in-service education is uninspiring and ineffective" (Corey, 1957).

The above passage was written in 1957 but much of it is still valid today. The articles found in these proceedings are evidence of attempts by educators, social scientists, and psychologists to develop models of in-service and staff development that will be more effective.

When the Planning Committee began its sessions, one thing was voiced by the majority of its members, that being the fact that we could not mention the term in-service in the title of the workshop, as that would surely turn off many of our potential participants. Swansburg (1968) makes a very valid point about the terminology surrounding in-service education in the following passage:

> Don't let words build images of in-service education as being a many-tailed monster. It is not! In-service education is a perfectly respectable term. Take your choice of one of the other terms like "staff development" or "continuing education." They are actually synonyms for in-service education. Perhaps they should be left as just synonyms and we should establish as a definition that in-service education is all education that takes place while an employee is in the service of an employer.

The term that we use is important, the definition of the term is important, but there are several other issues that I personally deem to be most important and should have top priority. They are the effective planning and implementation of activities to be carried out in the name of in-service

education, and the commitment of the school district through budget allocations and time. Without the latter two, all else might be in vain.

What is the status of information for practitioners and other persons responsible for in-service education and where do they find it? Aside from a few milestone publications such as the 56th NSSE Yearbook entitled *In-Service Education*, there is not much available for the practitioner in his in-service efforts. Research in the field is meager. Reports of practices are sketchy and tend to be reported as local "success" stories rather than as objective descriptions. Good case studies are a rarity, and to the author's knowledge, a handbook describing practices in any extensive way simply does not exist (Harris and Bessent, 1969).

However, Robert Bhaerman (1974) cites two pieces of research in the area of in-service education. The first of these studies described by Bhaerman is one done in the late 1960's and conducted by Alice Miel of the Teachers College, Columbia University. The study compared 1966 data with 1956 data on the nature of in-service activities throughout the country focusing on elementary school teachers.

Those items in the study showing marked prevalence in 1966 (compared with 1956) were: using new media, rationale for change, organizational changes, utilization of consultants, salary advancement, and the use of summers. The major "problems" identified by respondents, who were supervisors primarily, were (1) financial support for in-service programs, and (2) "the role of teacher organizations in resisting overtime work."

The second study described was Dr. Lewis Rubin's "A Study on the Continuing Education of Teachers," conducted by the Center for Coordinated Education, University of California at Santa Barbara, 1969. It details and in-service education project in which he and his colleagues attempted to train more than 500 teachers to teach selected skills to some 15,000 students ranging from grades one through ten in twenty-seven school districts in the country.

Among various findings of the study (related to teacher learning, teacher effectiveness, individual differences in teachers, and teaching styles, as well as to the relative effectiveness of this particular approach to continuing education) were the following: (1) that a practicing teacher makes an excellent trainer of teachers, (2) that changing the behavior of a group is often easier than changing the behavior of an individual, and (3) that the importance of much in-service effort is attributable not to teacher resistance but to the ineffectiveness of the educational system used.

It has been our experience at PEO over the past four years to witness that the effectiveness of in-service programs is directly related to the amount and quality of involvement of the persons to be affected by those changes and activities planned. The amount of ownership that staff, students, and citizens had in the in-service was reflected in the kind of enthusiasm for the program, the continuity of activities, and the amount of institutionalization of the changes brought about by the in-service. The work of Miel, Frazier, and Rubin (discussed in Bhaerman, 1974a, 1974b)

all point out the critical need for involvement of staff in the planning and implementation of in-service activities as well as the need for agreement on goals and needs, and an acknowledgement of the value of these activities by the power structure (Bhaerman, 1974). The fact that there is a need for the power structure to value the activities of in-service should not and, in fact, cannot be taken as a license for the superintendent and/or the board to hand down directives on in-service based on superficial or non-documented needs of the staff. This has been one of the issues that looms most frequently as a cause for rejection of in-service.

The major reason for in-service education is to promote the continuous improvement of the total professional staff of the school system (Haas, 1957). I would agree with these words fully; however, I think that the utilization of non-professionals in school would require us to include the *total* staff and as much as possible students, parents and school board members in our in-service activities. These persons have been found to be very important in bringing about positive change in school systems, especially where desegregation is a major task. By their involvement, they have bought ownership into the in-service program by bringing a wealth of talent, resources, and expertise to bear on the issues.

As pointed out earlier, the research around in-service is meager; however, Hermanowicz (discussed in Wailand and Bessent, 1969) did an interview study of beginning teachers in twelve states and found a general dissatisfaction with in-service programs. Most of those interviewed believed that in-service programs were greatly needed, but that existing programs were severely inadequate. Some frequently expressed criticisms were that programs were dull and useless because they were too general, poorly timed, or devoted mainly to administrative housekeeping.

This introduction is intended to point out some of the needs in the area of in-service education as viewed from my perspective as well as some guidelines and models developed thus far. The Guidelines for In-Service Education presented by Cecil J. Parker seem to be widely accepted and quoted. These guidelines were formulated based on (a) the concept of in-service education, (b) the current growth needs of teachers, supervisors, and administrators (c) the psychology of change, (d) recent research in the field of in-service education, and (e) the experiences of schools and school systems with in-service education activities and programs. The following are the guidelines set forth by Parker.

Guideline I: People work as individuals and as members of groups on problems that are significant to them.

Guideline II: The same people who work on problems formulate goals and plan how they will work.

Guideline III: Many opportunities are developed for people to relate themselves to each other.

Guideline IV: Continuous attention is given to individual and to group problem solving processes.

Guideline V: Atmosphere is created that is conducive to building mutual respect, support, permissiveness, and creativeness.

Guideline VI: Multiple and rich resources are made available and are used.

Guideline VII: The simplest possible means are developed to move through decisions to actions.

Guideline VIII: Constant encouragement is present to test and to try ideas and plans in real situations.

Guideline IX: Appraisal is made an integral part of in-service activities.

Guideline X: Continuous attention is given to the interrelationship of different groups.

Guideline XI: The facts of individual differences among members of each group are accepted and utilized.

Guideline XII: Activities are related to pertinent aspects of the current educational, cultural, political, and economic scene.

In planning for this conference—Approaches to Model Development—and the preparation of these proceedings, it is obvious that we need to document and report the efforts in in-service education to point out their successes as well as their failure, so that practitioners will not be left groping and making the same mistakes made by others.

The articles that follow are based on the experiences of practitioners in various disciplines and at various levels of the educational hierarchy. Ulysses Byas' paper relates in-service as seen by a superintendent of schools in Macon County, Alabama, whereas Saul Cooper's is from a mental health perspective. The models advanced by Robert Jackson and C. Dwayne Wilson utilize a systems approach. I think it would be safe to say that the model proposed by Robert Rippey is what he likes to call "transitional evaluation" which utilizes the knowledge of the psychology of individual and institutional change as well as a knowledge of systems, sub-systems and the relationship of roles within various organizations.

We are not proposing that any one of these models or processes to developing these models will be a solution to your particular in-service needs; however, we do hope that these materials reduce the possibility of repeating mistakes made by us and previous practitioners. PEO will conduct careful documentation of in-service activities taking place in various districts that we service and report to the districts so that they may be able to share them with you and others interested in in-service.

Whether we are developing plans for in-service in existing school systems or for new cities and/or school systems, we need to "build in and encourage staff development so it is a natural, continuous, integral part of the system" (Fantini and Young, 1970).

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NEW AND PRACTICAL APPROACHES TO IN-SERVICE EDUCATION AS IMPLEMENTED IN THE MACON COUNTY, ALABAMA PUBLIC SCHOOLS

ULYSSES BYAS

Mr. Byas is Superintendent of Schools for Macon County, Tuskegee, Alabama.

It's what you see in the world of men
That makes you what you are;
The good, the bad, the glad and the sad
Are scattered near and far.
If evil and bickering, cheating and sin
Are all that your eyes can find,
Then you are as bad as the fellow men,
For evil is taking your mind.
If you look for the good in your fellow men,
And help them to rise above
The pettiness there that mars the way,
And show them the beauty of love,
You'll learn to look through the outer shell
And search for the heart of gold,
And seeking the good in the world of men
Will help you, your own to mold.

These are the words from the pen of Helen G. Nunn in a verse entitled, "It all Depends on You."

To be invited again to the campus of this great university, to have the opportunity again to engage in an idea exchange for the Program for Educational Opportunity, to renew personal contact with a former school superintendent and your illustrious program director, Dr. Moody, Sr.; to again receive such a warm welcome and a gracious introduction are all (to me) pearls of great wealth.

Now I noticed that included in the packet of information which I received was a sheet entitled, "Consultant Information Sheet." Where it listed, "Your topic," someone typed in keynote speaker. Being as I am, a wee bit of a modest genius, I have figured out that I am to talk from the theme, "Approaches to Developing Models for Professional Growth." I say to you, at the outset, like the words in the poem, "It all depends on you."

Let me share with you what I think must be one of the most amusing but accurate dictionary definitions of a term. "Professional" is defined

in the Webster's Seventh New Collegiate Dictionary as "participating for gain or livelihood in an activity or field of endeavor often engaged in by amateurs." As a school administrator practicing in the Southeastern part of our country, I know we have a whole lot of amateurs—all of which can administer the school system better than I. To realize the fullness of the gain, educational practitioners must participate in such a manner that continuing growth occurs.

For fear that you may not understand the essence of my approach to discussing this theme, "Approaches to Developing Models for Professional Growth," let me pose some questions which I think are basic. I contend, as a professional educator, that one's approaches depend a great deal upon *the one* and is colored and determined by how he answers some important questions.

Inclusive among them are the following:

1. Should our society provide universal education for all from early childhood through high school and maybe higher. How do you answer? Yes or No?
2. Should the school be concerned with meeting the needs of individual pupils so enrolled. How do you answer? Yes or No?
3. Should the organization, staffing patterns, attendance zoning, general operation, curriculum and the use of financial resources be deployed in such a manner as to be exemplary models of a true democracy. How do you answer? Yes or No?
4. Do you really believe all pupils can learn and that *it is abnormal* when they do not learn at a wholesome rate. How do you answer? Yes or No?

Like the beginning words of the poem, *It is,* what you see in the world of men that makes you what you are.

If your answer to any one of the questions listed above is no, then I'm afraid that communication entropy has set in, and that it will probably be impossible for me to explain or to communicate with you further in this presentation. For I believe that the understanding, the basic understanding, of these penetrating questions must be agreed to as we move toward a discussion of approaches and models which may be helpful in professional growth. If your answer to the above questions were yes, then our communication link is firmly established. For I know we both believe that, as professional educators, we must understand and develop operational programs based on well reasoned philosophical concepts or assumptions growing out of problems or needs of individuals. We need, always, to understand and to have clear in our minds, sound theoretical onsiderations as a basis of our actions. Any approach to developing a model for professional growth must be inclusive of this. This is what I refer to as getting our forward thinking in order so that, later, when the questions fly, the answers are ready. You see, *it is* what you see in the world of men that makes you what you are.

I'd like to spend the remainder of the time sharing with you our developments in Macon County, Alabama, of several programs based for the most part upon our affirmative answers to the four previous questions, our philosophical and theoretical bases, and based in part upon our modification of the generally accepted philosophy in this country that our schools exist to meet the needs of pupils.

That's a statement of which I think we can get general agreement; schools exist to meet the needs of students; however, in practice, it never quite comes that way. In practice it comes out to mean that we exist to meet the needs of pupils as we define needs. Whenever the student or a group of students would show needs, not included in our definition, he would have to shape up, or be shipped out. I contend that the day is gone for this kind of operation and that this practice can no longer be followed. We certainly must do a lot of rethinking in terms of the individuals in problem situations. The extent to which we can identify groups of students with similar needs and develop programs in which they can immediately see the utility will really be the true measure of our professionalism. If we have to tell students that the program is good for them, I think we've already lost them. Any approach to the developing of models for professional growth must be inclusive of this kind of consideration.

You may want to begin philosophical theorizing by looking at the cognitive field of theory of learning, particularly as it relates to the psychological life spaces of individuals. I don't want to go into that in detail for you are more knowledgeable of that than I, but this could very well serve as a take off point. In Macon County, educators concerned with developing models for professional growth must understand what's bugging students as they perceive it. For you see, it's what you see in the world of men that makes you what you are.

We had a group of pupils in our school system in which we identified some unique needs. This group of students were teenagers, school age parents or expectant parents. Just a few years ago, we, like most systems, upon learning that a student was pregnant, of course, asked her to withdraw from school. In some instances she was expelled. During recent years it has been the correct and humanitarian thing to let this girl know that after a certain number of months she could return to school, but the school made no effort of meeting her unique or changed needs. We asked ourselves several questions about the needs of this class of student. The first question we asked was whether or not these girls would, if given a real opportunity, remain in school through graduation; would this class of student really learn to accept responsibility and to work hard toward the goal of high school graduation if some of the barriers which they identified could be removed by the school system? Of course our answer to this multifaced question was in the affirmative. We, therefore, obtained some money, built a modern, airconditioned building on the campus of our largest high school, obtained a research grant from a branch of the Federal Government and were able to say to these school age mothers and expectant mothers, "Come

to school; bring your baby with you." When they saw the planned program and the modern building, they knew we were not playing. They saw immediately the potential utility in such a program. They knew immediately that we meant it. They checked the babies into the Preparation for Parenthood Center. The babies are professionally cared for during the day at no cost to the mother, while they, the teenager mothers, go about their regular high school classes.

Now we the system, faced the identical problem which was plaguing these young parents, that is, who would keep their babies if they decided to re-enter high school. That problem was solved. Those of us who worked very hard to germinate and see this idea grow into an operational program —through what we saw in the world of these female students, at least, in part, was what made us what we are and assured a measure of professional growth.

Another class of students were those whom we identified as "drop-out prone." These were difficult by anyone's definition. They were irregular in attendance, failing courses, and worse than that, showed no outward concern about the failures; they were truant, they encountered an abnormally large incidence of behavioral problems at the school; the suspension rates were higher than the school's average; many were from the households of low-income and the whole array of problems associated with students failing, and students being suspended from school. We asked ourselves the question, after studying Maslow's hierarchy of needs and after looking at some of Hertzberg's motivators and dissatisfiers, and after looking at Douglas McGregory's Theory X and Theory Y, and, after looking at Dewey's problematic situations and examining barriers that stood between people and goals, and in general, doing some philosophic theorizing: can these students come to realize some measure of utility in school?

Initially we tried to examine the households of these difficult students, and with the problems of trying to identify things which adults did in these households in comparison to things which adults did in households of students who did not get into difficulty. We concluded, with a great deal of accuracy, that there are some affirmative things which the parents of these drop-out prone students could do to significantly change their attendance and behavior patterns in school. We found that adults in the household of difficult students, if they were any good at all, were spending something akin to 10 percent of their time working on regular jobs, and moonlighting on two or three other jobs merely to supply a rather low degree of adequacy in the psychological need area and maybe a little bit in the safety needs area.

We reasoned that if we could initiate a program which could literally start where the students were and then build upon that, movement toward an objective could be realized. We therefore, obtained a grant as one of the nineteen (19) U.S. Office of Education Drop-Out Prevention Programs in this country. We employed twenty-four (24) parents of these difficult students—of the entire number, twenty (20) had regular employment,

three (3) were on welfare and one (1) on Social Security. They had an average income of about $45.00 per week. We said to these parents, "We want you to come to work, full time, for us. If you do, we'll pay you $100.00 a week." Of course, some thought we were kidding—$100.00 a week. Once they got over the shock of this job offer and realized that we were not kidding, they wanted to know whether or not they could do the job. We assured them in spite of the fact that they themselves had an average number of years of schooling at 6.5, that they could indeed do the job. We gave preference, in employment, to the parent who had a difficult student in the household but who also had the largest number of school age and pre-school age kids in that household.

1. "Your first job," we said to them, "will be to keep the kids in your own household regular and punctual in attendance." We set up the mechanism to monitor and check this out. "If you don't do this, then you are not doing your job."

2."You must engage actively in PTA and other school sponsored activities." We set up the mechanism to monitor and check this out. "If you don't do this, you are not doing your job."

3. "You ought to be in position to help your kids with their school work, so we are going to require you to enroll in, and attend, our system's sponsored Adult Basic Education Classes which meets twice per week." We set up the mechanism to check and monitor this and said to them, "If you don't do this, you're not doing your job."

4. Each of the twenty-four (24) parents were given an itinerary of eight to ten households in which there were drop-out prone students and we said to them, "It's your job to ride herd on these parents, and help them to keep their kids in school also." We did not attempt to give them any sophisticated training techniques on how you build rapport with people, for some of us have long learned that many people who are economically poor, "got" a level of sophistication in terms of rapport with people that most of us—so called middle income people—will never have.

5. Each parent worker was required to bring at least two people on their case load to PTA meetings and other group meetings. Monitoring and checking systems were devised and installed to assure that these standards were met. Prior to employment with this program they were working regularly on jobs paying much less than the $100.00 per week which we offered. They immediately saw themselves able to financially meet more of the physiological and safety needs. That was their utility—they knew the program was designed for them. Needless to say, the drop-out rate at the target high school dropped the first year from 13.8 percent to less than three percent! Many persons and especially the U.S. Office of Education were amazed!!

We did nothing about the curriculum, the teacher-pupil ratio, instructional supplies, etc. So you see, as we look toward developing approaches to models, it's really what you see in the world of men that makes you what you are: that you must really believe that universal free education for all should be provided; that the school should be concerned with meeting

the felt needs of individual pupils enrolled; that the use of human and financial resources ought to reflect a model democracy; that you really believe all pupils can learn, and that it is abnormal when they do not learn at a wholesome rate. I cite these examples here to show that there are ways through which we, as educators, may accelerate our own professional growth by how we help others to solve problems which they face.

We therefore, felt a sense of obligation of identifying barriers which stood between the person and the goal. We studied, very carefully, Maslow's hierarchy of needs in our effort to determine things which occupied people's time. We looked briefly at Hertzberg's motivators and dissatisfiers, we gave attention to psychological life space of individuals and we asked ourselves some basic questions about these pupils using McGregory's Theory X and Theory Y as a starting point. The professional educator, who answered the four basic questions in the affirmative will use his knowledge and training to develop viable programs which rest on sound philosophical and theoretical grounds. The extent to which he is successful will, I am sure, determine his professional growth.

Utilizing the same sort of philosophic theorizing and making a similar analysis, we have developed a proposal, and are optimistic that it may be funded, to do things of a different kind for our first grade students in the area of reading readiness. Let me say here that the American public school system has done an outstanding job with those students who come to us with the quest and who can adjust their lives to school regulations and procedures as they have traditionally existed. I call these students Track I students. Now there are a growing number of kids who may be classified as Track II students. They come to us, shall we say, "quest-less" or close to it even at the first grade level. It stands logical to believe that for the two classes of students some different kind of things must be done with them, at least initially. What we generally assume is that the same medicine which has served the Track I student will be good enough for the students in Track II. We therefore take out the same kind of medicine, manipulate the doseage by either strengthening the concentration or diluting it. Our assumption has been and is, what cured the one of the common cold is good enough for the other who has pneumonia. My contention is that we need medicine of a different kind for these classes of students. We must look, at least in our beginning approaches, to helping students of Track II who are bordering on questlessness for some of the solutions in the affective domain. This is extremely difficult, for it's difficult using our traditional instruments of measurement to document hard results.

Nevertheless, we are going to make an attempt at this if our ESAA Proposal is funded for next school year. Our idea, for sometime, has been that those students who come to us as first graders with discriminating ears sharp enough to discern the sound of a sharp from a flat or an A from a B; who have been able to screen out extraneous sounds and noises to the point that they can follow a melody on a piano keyboard; who have talked about quarters, halves and eighths in relations to wholes; who have

been able to follow these little dots and notes on the line and staff are probably better readers.

In summary, it is our belief that systematic instruction in piano may significantly improve the critical listening and reading achievement level of students. It may even help with increasing achievement in arithmetic. We also know that most middle income parents make sure their kids get early training in piano. If you asked me the utility in it and to supply documentation I really would be hard put, but we firmly believe in our "mind's eye" that there is utility, and a great deal, in kids developing this kind of discrimination at a very early age. We believe that economically poor kids, many in Track II in our school system, who if given a thirty minute per week semi-private piano lesson with some pianos at the school so that they can practice during free periods, will invariably, turn out to be better readers.

Some are concerned that our research design is next to impossible to identify and our evaluation instruments are not as sophisticated as they ought to be. This does not worry us too much, for we know the things in our mind's eye, (some people call them hunches) may be as good as some of our objective instruments in helping us to gain insight into this whole matter of learning and the base upon which it should rest. We know that as continuing examination and diagnosis is made of what one sees in the psychological life spaces of individuals it may be essential that we give primary consideration to the affective domain.

As we think about the professional growth of anyone, I know that it can only come through service to others and that service is determined by what we see in the world of men, for my internalization of this will really make me what I am. I hope that as we open this session, here at the university, a session on approaches to developing models for our own professional growth, that we will know that this can only be done if we include others, those we serve as the base.

Finally, professional growth through helping others meet their needs is tied directly to how we perceive all classes of persons on any number of continuums, e.g. from idiot to genius; poor to rich; ignorance to well informed; minorities to majority; no formal schooling to terminal degree; and the number goes on and on. Generally, our positive vectors toward people, both the upper and lower limits, are located somewhere between the two extremes. Those classes of persons whose location on any continuum between our upper and lower limits, really our communication level, will for us have positive vectors. These are really the people which we will work very hard to help improve. Those people, and students are people too, who are below or above these limits are the ones which the school has insisted that they shape up or be shipped out.

Our problem, then, as we close this discourse on "Approaches to Developing Models for Professional Growth," is how to decrease the lower limits and increase the upper limits of our ability to communicate positively with all kinds of people on all kinds of continuums. This kind of conference may very well be a start toward this most needed direction.

AN IN-SERVICE MODEL BUILT ON MENTAL HEALTH CONCEPTS

SAUL COOPER

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I spent most of my career in psychology working in the field of mental health and the bulk of that time working with school people and much of what I want to present will be in two pieces. One has to do with diagnosis and looking at social systems and the other has to do with some intervention models. I will give you some background material in hopes that we can get into it in depth this afternoon.

Let me back up and we will look at how an institution such as the school comes into existence, or how any institution comes into existence. This is my own model and feel free to pull it apart and examine it critically. In any community there are an infinite number of unmet needs. Out of that pool of unmet needs, certain ones are legitimized. Legitimizing an unmet need doesn't necessarily mean that anything gets done about it, but it's the first necessary step *if* anything's going to get done. Now legitimizers are varied groups of people in communities. In New England, there's a phenomenon called "townies." In many communities in New England, townies are legitimizers. Being a townie hasn't to do with much of anything except longevity of your family in a particular community. Historically, a townie may well have had power, influence, and money. In contemporary society, a townie may be an alcoholic on welfare. In any case, townies are frequently legitimizers. Legitimizers can vary from community to community, but they're people who very often are not in formal, authorized power positions. They're not public officials, they're not elected officials. They tend to be informal. But the legitimizing process is clear. If it isn't accomplished, you're not going to get to the next step and that's the sanction.

Sanctioning is a more formal process, more frequently in the form of a city council or county commissioners or a school board, that organizational structure which has the authority to put the formal stamp of approval and, by so doing, get some funding for the program. Now if you've gone through the steps it's very clear that of a very large pool of unmet needs only some get legitimized and, of that pool, only some get sanctioned. So as you're going in this direction, the numbers drop markedly.

Now, if sanction has occurred, an institution comes into being. Theoretically, the institution's role is to deal with that particular designated

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unmet need, whatever it happens to be. If the unmet need has been defined as children who need to be educated then supposedly this institution called school should exist to deal with that unmet need. However, the minute you put an institution into being, certain other things happen almost immediately. One is an almost universal disease process called self-preservation of the personnel. It occurs with every institution. The issue is not can you eliminate self-preservation but rather the degree to which self-preservation makes it almost impossible to deal with the original unmet need. Mental health centers, school systems, police department, courts, they all have very similar phenomenon generally defined as self-preservation of the personnel. Now in order to meet the self-preservative requirements of the personnel a whole set of behaviors gets set up and justified. Now the trick about the justification, and the important point for you as educators, is that it frequently gets put in terms of being consistent with dealing with the unmet need. Why do junior high school kids of a generation ago, and maybe I still suspect today in some places, have to march by twos in the corridor between classes? The educator will tell you because that's the way to train for discipline and discipline is a necessary part of the educational process, it's good for kids. In my field, there's a lovely book by psychologist called Bill Ryan called *Blame the Victim* and the essence of the phenomenon of *Blame the Victim* very much exists in the educational process. It's blame the student. Look for self-preservative data and you'll find it frequently expressed in terms of "It's good for the customers." It's very elaborate in its rationalization. Now it's been my experience in doing some studies on institutions that if you're lucky and you have a good institution, it probably isn't spending more than 25 percent of its time on self-preservative behavior. On the face of it, that may seem like a great deal of time but I know of some institutions that spend 75 percent of their time on self-preservative behavior. I don't know what your batting average is but one of the things I would urge you to do is look at your own institution and kind of step back a minute and reflect on the variety of rules, regulatioins, and policies that are designed and ask yourselves honestly to what extent you can honestly relate them to the unmet need and to what extent they actually relate to the institutional requirements and self-preservation for staff.

In my field I'll give you a very classic example. We have two magic numbers in my field, 9 to 5. Mental health centers have for years opened at 9 in the morning and shut down at 5 at night, despite the fact that all the customers coming to mental health centers can be infinitely better served at any other set of times *than* 9 to 5. And we found very elaborate rationalizations why that was good for the customers. And you can do exactly the same thing in the field of education.

Now, if the institution does any kind of job, it turns out a product. The existence of the product should be the demonstration of the fact that the unmet need has been fulfilled. This is your validation, if you will. The final validation is consumer or society. If, in fact, the product is a successful product, if, in fact, an unmet need has been set, then the product should

be more useful, more productive, more satisfactory to consumer society. Now that's the chain of events, except that there are some very special problems with this model for human services and for education. If this were an economic model, there are certain built-in limits, certain built-in supports that are important.

Let me give you an example of an economic model. I go to the city of Minneapolis and it appears to me as I observe the city of Minneapolis that there is a marked need for garbage cans. I talk to some people in the health department and they tell me, yes, there really is a need for garbage cans so I go to the bank and the bank gives me money to set up a garbage can factory. I then set up a garbage can factory. But because I'm kind of a strange duck, I decide to turn out square, semi-porous garbage cans. So that's my product, square, semi-porous garbage cans. Now there's a high probability in an economic model that if I turn out square, semi-porous garbage cans, that their usefulnes to consumer society is going to be highly limited. And eventually my institution is going to be out of business. People won't buy square, semi-porous garbage cans, at least not very often. Now, if, on the other hand, I'm an educator, I can turn out all the square, semi-porous garbage cans I want to and I have a variety of ways of making them valid for me and or the institution, regardless of what society says to me.

We have procedures. One very useful procedure is the process of relabeling. In effect, we say to people, "That's not really a square, semi-porous garbage can, you only think it is." Now the relabeling consists of a whole bunch of things. It consists of things like specific language disability, it consists of things like atypical child (which comes out in my field more than yours), it consists of things like dropout, hardcore family, name your own, pick your labels. The intent of the label when it's applied by the institution to the product is a way of saying, "Look, society, the fact that that square, semi-porous garbage can exist isn't my fault. It really isn't a square semi-porous garbage can at all. As a matter of fact, it really wasn't the unmet need I was dealing with in the first place. That's somebody else's problem." So then we've got to have a program for dropouts. And the school system says, well that's not my responsibility because I'm not dealing with dropouts. Now this process of relabeling is one of the serious problems that will occur not only in the segregation issues that we've been talking about but in any kind of programming where a child is atypical in relation to a large group or subgroup. Because one of the most frequent things a system does it to relabel it. The relabeling process, by its definition, gets you off the hook. That is, a system can now say, that's not my concern, that's somebody else's concern.

I want to go to some other things, but remember the model for the development of an institution needs to be looked at and when you look at a school system, recognize the process that occurs in the development of a school system and where the defects are, that is the danger points are here, around the self-preservative issue, they're here, around the relabeling process. Now the consumer society part of it, I'm going to come back to

in another context. I think you'll notice, too, that many of the things I'm describing can be put into the context of what the other two presenters have already talked about. We're coming on from a slightly different frame. I hope rather than confuse you it just gives you another set of ways of looking at things.

Now, let me share a couple of other things with you. I have been interested particularly in the issue of power that was discussed earlier this morning and power in relation to decision making and looking at institutions in that context, educational institutions as well as others. One aspect of this is to look at communication patterns. How does information flow in the system? Let's set up a school system. Now, the larger an institution is, the more layers you're going to find in it. These are organizational layers. The more layers in the system, the more likely you will find what's essentially a uni-directional communication pattern. The uni-directional communication pattern is generally of written form, that is the most frequent vehicle a large system communicates in, the form of the written memo. A colleague of mine even did a study of what memo pads look like and some of the implications that it has for the nature of the personalities of the people who send them, all the way from the engraved memo pad with the seal of the school system on it down to pieces of yellow paper, you know, torn off the yellow pad kind of thing. I don't want to make a lot of that but the frequency of the written communication as it goes down the line has several important implications in terms of communication. Number one is, if you are an administrator or if you are on any kind of supervisory level, you cannot assume at all that the intent of your written memo is accurately perceived as it moves through the system. We have an awful lot of research data that indicates that when you have a uni-directional communication system and a lot of layers, a certain connotation gets attached to the memo as it moves through the system. Okay? Now it's very important to understand the nature of the connotation. Something as specific and as concrete and as real as a memo from the superintendent of schools that says, "Starting next week I don't want anybody coming to the administration building and parking on the grass behind the building." Now that seems like a fairly clear cut statement that doesn't seem to carry many confusions about it. This was true, this actually happened. As this memo filtered down into the schools, the connotation down here was, the superintendent got soaking wet last week when it was raining because he couldn't find a place to park his car when he came to work and what he's really saying is, "Leave me one space and I don't much care where you park and where you don't park." Now that's a bit bizarre but the connotations which get attached to written memos are terribly important to keep in mind and don't for a minute assume that sending the memo in any way gives information or direction for decision making. Now, more important than that is, the important connotation depends very much on who is seen by any layer as significant. If I'm at this layer in the organization, I'm not particularly concerned perhaps with what the memo means for this individual because this is the person that

I perceive to have the power, so that you get a selection process going all the way down the line. If I'm at this layer, there may be six people up here. I may not be concerned with any of the remaining five, I'm concerned with that person because I perceive that person to have power and influence over my day-to-day activities. So, in addition to connotation generally, you're talking connotations specifically and what that memo means to the specific individual above you. The consequence of this process, that is the uni-directional communication, is that the boundaries between the layers get thicker. Instead of a unified system delivering a service, what you end up with are subunits within a system, each delivering that service which satisfies the important other immediately above them. It's a very frequent thing that can happen to educational systems. Now if you stand back and look at it, the end product is a fairly poor educational system. Where a principal may well be concerned not with what's happening to the quality of education in his building but with how his particular assistant superintendent judges the worth of that principal. And if you have that process going up and down the system it tends to produce a thickening of the boundaries and essentially a nonintegrated system, integrated not in racial ethnic terms, integrated in organizational terms.

Now there are certain kinds of things that systems design to avoid this, the essence of them being, in the most simple form, institutionalized feedback loops which can cross at least one layer of the system. You must have institutionalized feedback loops that can cut across one layer of the system. The ideal system is one where you can cut across more than one layer of the system. The dilemma with what looks like a somewhat open communication system is that it's very difficult then to work in a predictable fashion. In an open communication system, it must be necessary for people in the layers to make themselves available for the communication. And time pressures, work pressures, sometimes make it impossible for that to happen. You want at least a one-loop feed back.

Now, one other variable that relates to the communication process. All of you as educators I think are well aware of the fact that in elementary buildings, for example, the secretary who sits in the principal's office has infinitely more power than the principal has about most day-to-day decision making. That should be no surprise to you. Let's analyze why that is the case and I think there's a principle here to understand. Most communication has to have a middleman, has to have some carrier, some vehicle for communication, since in a system teachers are generally in enclosed spaces and don't have very much face-to-face contact. There's got to be somebody who links teachers and principals and students and parents. And in elementary buildings especially it's the secretary who's the link between all the various layers of the system. Now to the extent that that secretary is your communicating link she is more important in the connotative meaning of the messages than practically anybody else in the system. And if the principal and the secretary are having a to-do about something or other, she can "kill" him by how she communicates his information to other people and he may not even know what's happening

to him. It's clear, even if you look at the physical plant of an elementary building and just watch the flow of traffic, you'll see that the traffic flows around that secretary—parent, children, teacher, administrator. It's a very, very powerful position. I would urge you as administators to spend infinitely more time hiring your secretaries than you do hiring your teachers. I think they have much more to do with what's going to happen to your system. It sounds a bit far-off from issues around problems of integration but believe me, it's very much to the point, because they can "kill" you, and they do very regularly, if you don't work out this communication network with them and the connotative meaning attached to it.

Looking at the way a program tends to develop, I showed you how a need turns into an institution but let me give it to you in a slightly different frame. It seems to me that you can look at program development as essentially being a five-step process. I think this is another way maybe to fill in or add to what Bob was saying this morning. You begin with a need or a problem. Let me do another one because I think this probably is a more accurate perception. If you were coming from outerspace and you looked at program development in human services or in education what you're likely to find is that we tend to begin the middle. We begin with some kind of a program component. That's an educational team, a school system, a mental health center. We start with a program component. Now that program component, by its behavior, by its value frame, by its training, by its prejudices and biases, sets up a series of procedures which favor the selecting of certain populations more than other populations. And this is even true in public education, which on the face of it would seem to have no choice about selection. But there are a variety of behaviors, and I don't mean at the simplistic level of putting a school in a ghetto neighborhood so it only gets ghetto kids. Much more subtle things than that, in which there are a variety of behaviors set up which tend to influence who gets selected from this pool. Now, having started in the middle and selectively leapt to the beginning, we go through validation. Validation in most human services consists of a very elaborate ability to count noses. We have 15,000 kids in our school system and we graduate 400 kids a year. This is a kind of vehicle for counting noses which then gets interpreted as validation of good outcome. It's a very strange and primitive process. What makes it rather surprising to me is that educators doing it long enough sometimes really begin to believe it. That is, somehow they assume the ability to count does, in fact, validate outcome. Incidentally, some systems spend years in very sophisticated counting. They design sophisticated counting, they can count kids coming left and right, down and up, but it's all counting. No matter what you do with it, you're simply counting noses. It has nothing to with validation of outcome. So in most program development, people start in the middle, leap to the beginning and then come out here and count like blazes.

Well, if you're talking about sensible program development, there're obviously two missing steps, and there is a much more intelligent process. You begin here. One has to look at that total complex of populations that

you have to deal with out here, whether you call these problems or unmet needs, whatever you'd like to call them. It doesn't matter, you can use any language you like. There's another missing step. One that for educators and human service professionals is a very nasty one. We tend to duck it like mad. It's ideology. Causation. We make tremendous assumptions about the linkage between a child who has not had any education and what is necessary to educate him. There's a leap from here to here. There's some research. If you really look carefully at the research, you can pay your money and take your choice, because it goes off in lots of different directions. But there's an ideological leap, we go from here to here. It seems to me that as professionals there's a responsibility to at least make some explicit assumptions about what's causing the deficit, so that there's a meaningful relationship between what you do here and what you've got out here. That is rarely done. I don't mind if you're not willing to make them publicly, well, okay, you don't want to get shot down publicly, but for your own professional sense and your system you ought to be able privately to make some ideological statements. I think these kids or this situation is a function of something. Because I think it's a function of something I will do thus-and-so. So there's a logical connection between Step 1 and Step 3. Now, unfortunately, it works backwards. Once you've got your program component, and you've selected kids, you infer whatever the heck it is you're already doing. And it's a self-fulfilling prophesy. Now that's the danger of the public educational and private educational system, because it becomes a self-fulfilling prophesy and then you're stuck with your prophesy because then when the kid doesn't come out the way you like, you're forced to relabel him and say he doesn't count, he's not really one of the real ones. And that leaves you with a clean slate; you're still okay. That's the insidiousness of the process.

One other step that's missing. Location. Where a program is delivered has as much to do with its success as any of these first steps. When I talk about location, I don't mean simply the physical plant, but I'm also talking about the plant in relation to other kinds of usage patterns of a community. Where a school exists, especially in recent times, is much more a function of where can I get a piece of land cheap than where ought it to be put. Where a school exists may well be a function of where it was built forty years ago and that has nothing to do with where it ought to be today. The economics of public education are rather heavy on us in terms of location. Much of our property, much of our site location, much of our delivery system is tied to decisions that were made thirty, forty, and fifty years ago and we're stuck with having to deliver a program, most of the time in the wrong location. And you can't overlook that, you can't slight it, you have to take it into very serious account. You may not be able to do much about it as an individual administrator but you ought to face up to it and at least look at the implications of it and see if you can do something offsetting them. That's a serious problem in the delivery of any kind of a human service system, education no exception.

I want to look at the system in terms of role analysis and I think this

will fit in with some other things you've heard today so far. It seems to me that you can diagnose any system in terms of four role issues. One is the ascribed role of the institution by statute, by authority, by law. Every institution has an ascribed role. Now, there is a a very important and a significant relationship between a statute's statement as to the ascribed role and the guidelines that are interpreted for implementation. And what's terribly important for you to recognize, and if you've been into this business any length of time you know it, over and again it's possible to design guidelines which by their very nature obviate the statute that started them. So you set up a statute to deal with an issue and then somebody develops the guidelines to offset the statute. Statute comes from legislature. State Department of Education develops guidelines. When you get through, you've got nothing. One offsets the other. So you need to look, when you talk about the ascribed role, not only at the original intent by whoever set the law but how the guidelines are written. We have in this state now I think an interesting situation around compulsory education where in fact there's a tremendous discrepancy between the statute and its intent and the guidelines, where they don't really come together terribly well.

The next role issue or role dimension is the attributed role and the attributed role speaks to relevant constituencies. The perception of constituencies about what that system is supposed to be doing. Parents. And parents can be broken down into subgroups. Just pick a constituency like model cities, parents, as opposed to up-on-the-hill parents, socio-economic groupings, racial groupings, ethnic groupings. You've also got the attributed role by those people who have sanctioned the system—the school boards, groups like that. I'm not going to spell these all out. You need to look at and define significant attributed roles. There are many of them but I think they're finite and I don't mean this in a research way, that you have to spend ten years trying to define all the attributed roles, but looking at the attributed roles is important in diagnosing the system.

The next level is the assumed role and this speaks to the role that the personnel of the institution or agency think they're supposed to be doing in a school system. What do administrators think the system is supposed to be doing? The assumed role of the personnel—what do they think they should be doing?

Then there's the *actual* behavior of the people in the system. Now, what's the point of all this? If there was such a thing as an ideal institution, theoretically, these would all be identical. If we could have, if there was such a thing as an ideal public school system, the ascribed role, the attributed role, the assumed role, and the actual role would be identical. They would be synonomous. They would all be performing in consonance. What the statute says, what the people wanted, what the personnel thought, and their behavior would all be consistent. Now there is no such thing as an ideal institution. Therefore, from a diagnostic point of view it becomes important if you want to produce change, try to understand where the greatest dissonance is. Where's the greatest gap? It may well be, for example, that the ascribed role and the attributed role are together but

there is a tremendous discrepancy between what the personnel think they should be doing and what they actually do in practice. You might see this, for example, in a high school. There may well be great agreement here between the assumed and the actual but tremendous discrepancy between the assumed and attributed. There are all kinds of discrepancy possibilities within here and if you're going to consider producing change for a system, it sometimes is useful, in fact, for me most of the time useful, to try to take a look at the discrepancies between and among these, because that, for me, infers the kind of intervention that's necessary. What tends to happen for most of us is that we intervene down here at the actual level. I'm afraid that the reason we intervene down there is that that's the most accessible place to intervene and the most visible place to intervene. Even if nothing happens, we can point to the intervention. It's easy to get at. But the point of the intervention should appropriately define the level. In my business, as it is beginning to develop in your business, is this whole concept of advocacy as an intervention technique. Well, if you look at advocacy in behavior, 95 percent of advocacy is going on down at this level, the actual level. I have no objection to it as a case by case intervention but if you discover that case after case after case of intervention is of a similar nature, it may well pay you to take a look at little further up the system and discover that the reason you're spending all your time down here in case-by-case, and the system keeps grinding out cases, is that the appropriate level of intervention is up here. There has to be a statutory change. Or you've got to do something about public attitude, or teacher attitude. So that in looking at interventions, whether it's through advocacy or any other procedure, keep in mind the possible discrepancies between the systems.

My biases are that effective learning process or effective problem solving in systems has a great deal to do with the affective domain and my experience about public schools is that that's the least acceptable currency for doing business. And from my point of view, that discrepancy is the worst of all, that is, that we're dealing with a system that has kids, adults parents, teachers, administrators, all of whom are affectively involved and yet affect isn't allowed as currency for doing business.

A SYSTEMS APPROACH TO PROFESSIONAL GROWTH AND DEVELOPMENT

C. Dwayne Wilson

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Professional growth and development in my opinion implies the promotion of changes within the educational organization based upon the existence of some felt unmet needs hopefully related to student learning outcomes.

The decisions which provide for operationalization of the methodology to accomplish change goals, requires diverse kinds of evaluative information in order to facilitate the wide diversity of decisions which must be made. One process which is defined as needs assessment provides educational planners with information which aids in decision making. The general steps in conducting a needs assessment are:

a. specification of learning outcomes which contribute to the goals of the school
b. measuring the extent to which present performance corresponds with specified learning outcomes
c. making judgements as to the areas in which the present status is satisfying and those in which improvement is needed
d. setting of priorities for improvement

These steps can be followed in assessing educational needs in many areas such as student performance in cognitive areas, human relations, inservice training, cocurricular programs, etc. In conducting a needs assessment on a building level, step "a" might include a determination of all the possible needs as determined by parents, students, and staff. School personnel have historically sought, in varying degrees, the involvement and support of parents and superficially the reactive involvement of students in the educational process, but basically that involvement has been primarily related to social events and activities somewhat on the periphery of the basic educational process. The step "a" involvement of these critical stakeholders (parents, students, educators) would in my opinion require structural changes in the system to facilitate new forms of interaction between educational system stakeholders with the objective of equalization of power relative to decision making which affects the educational climate in the schools.

Step "b" would, through the equitable involvement of the stakeholder groups, determine the real needs status in the local building. Step "c" would allow for the stakeholder groups, parents, students, and staff, to use mechanisms designed to promote consensus around areas of unmet need. Step "d" would provide for the stakeholder use of mechanisms to promote group concensus around priorities, i.e., what needs are most important to address.

From this point planning is to meet identified needs via the development of improvement oriented objectives, as well as strategies, tactics, and evaluation of implementation of the action plans. Daniel Stufflebeam* has written extensively on evaluation as a factor in the decision making process and is credited with the development of an evaluation model identified by the acronym C.I.P.P. The purpose of this model is to provide a systematic information gathering devise to facilitate judgements about alternative decisions. The major assumption underlying the C.I.P.P. model is that decisions require diverse kinds of information to facilitate judgements about alternative decisions. The major assumption underlying the C.I.P.P. model is that decisions require diverse kinds of information to facilitate the wide diversity of decisions which must be made. To serve these decision making functions effectively, evaluative information must be reliable, valid, timely, and credible.

In terms of the topic of this conference, the C.I.P.P. model can be efficiently utilized in terms of development of actual models of professional growth and development via the provision of a systematic process of information gathering which allows for needs assessment and rational decisions to be made based upon the conclusions of the assessment. The C.I.P.P. model of evaluation has four components: context, input, process, and product.

CONTEXT EVALUATION is the most basic kind of evaluation. Its purpose is to provide a rationale for determination of objectives. Specifically, it defines the relevant environment, describes the desired and actual conditions pertaining to the environment, identifies unmet student needs and unused opportunities, and diagnoses the problems that prevent needs from being met and opportunities from being used. The diagnosis of problems provides an essential basis for developing objectives whose achievement will result in program improvement.

Some examples of questions that those involved in the assessment process might ask of themselves are:

1. What unmet student needs exist in the schools? Is it possible to document a discrepancy between the goals of the school and student performance?
2. What improvement-oriented objectives should be pursued in order to meet the identified needs?

* Daniel Stufflebeam is presently with Western Michigan University, Kalamazoo, Michigan.

3. What improvement-oriented objectives will receive the endorsement and support of the community?
4. Which of a set of important objectives are most feasible to achieve?

INPUT EVALUATION is an analysis of one or more proposed alternative programs. Specifically, alternative designs are assessed concerning staffing, time, and budget requirements; potential procedural barriers, the consequences of not overcoming these barriers, and the possibilities and costs of overcoming them; relevance of the design to program objectives; and overall potential for the design to meet the objectives.

Some examples of questions that those involved in the assessment process might ask of themselves are:

1. What are the potential strategies which logically could be employed to achieve the program objectives?
2. Which strategies are legal?
3. What strategies are already operating in similar situations or are being developed?
4. For each strategy considered, what procedures and time schedule would be needed—use PERT (Program Evaluation Review Technique), CPM (Critical Path Management) or equivalent method.
5. What are the operating characteristics and effects of competing strategies?

PROCESS EVALUATION provides periodic feedback to persons responsible for implementing plans and procedures once a designed course of action has been approved and implementation of the design has begun. Process Evaluation has three main objectives: The first is to detect or predict defects in the procedural design or its implementation during the implementation stages, the second is to provide information for program decisions, and the third is to maintain a record of the procedure as it occurs.

Some examples of questions that those involved in the assessment process might ask themselves are:

1. Is the project on schedule?
2. Should the staff or participants be retrained or reoriented prior to completion of the present project cycle? (Cite data.)
3. Are the methods, materials, and facilities being used adequately and appropriately? (Cite data.)
4. What major procedural barriers need to be overcome during the present project cycle?

PRODUCT EVALUATION in general includes devising operational definitions of objectives, measuring criteria associated with the objectives, comparing these measurements with predetermined absolute or relative

standards, and making rational interpretations of the outcomes using the recorded Context, Input, and Process information.

Some examples of questions that those involved in the assessment process might ask themselves are:

1. Are the objectives being achieved? (Deal with each objective.)
2. What evidence is there that the program procedures cause the success in achieving objectives?
3. To what extent were the varied needs of individual students met as a result of the project?
4. What is the long range worth of the program's achievement in relation to the goals of the school?

CONCLUSION

The issue of change in educational organizations and the preparation of the human resources of those organizations to participate in that change, must be addressed in a systematic and evaluative manner if we expect any potential of success. Change activities must be directed toward the primary purpose of schools, which in my opinion should be the production of changes in student behavior via generation of learning outcomes and implementation of proceses to accomplish those changes.

The assessment procedures available to school personnel are as numerous as there are serious authors who write in this area. There is no best or preferred method but whatever method is utilized its purpose and utility should be measured in terms of its facilitation of information gathering for rational decision making. The decision making process should as noted earlier in this presentation be opened up to include what would in the eyes of most educators be non-traditional decision makers in school systems. The equitable involvement of students and parents along with educators in the data gathering and assessment as well as the decision making aspect would tend to give decisions a higher degree of authority than those which are made by any single stakeholder. Those decisions then should be the foundation upon which professional growth and development programs are structured. Those programs should provide structured experiences for all staff of the system with welcomed participation of the system policy makers, parents, and students designed to produce constructive and facilitative behaviors in support of needed and desired changes.

A SYSTEMATIC APPROACH TO STAFF DEVELOPMENT

ROBERT L. JACKSON

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Staff Development, or In-Service Training, may be predicated upon variables or external to an operating system. That is, individuals employed by the system may indicate that there is a need for some set of activities, or persons outside of the system may provide the spark that leads to staff development. In any event, it would appear that staff development programs can be grouped into these classes.

1. Innovative information dissemination
2. Regulatory information dissemination
3. Skill diffusion

Innovative staff development programs are characterized primarily as being an introduction to new approaches or techniques in conducting the functions of the system, while new laws, board policies and the like can be viewed as regulatory information. Skill diffusion programs are directed at the attainment of a new or better performance product for its participants. It should be noted that combinations of these classes may, and often do, occur.

Regardless of class or combination of classes, there are some fundamental procedures to be considered.

The Program Goals

The initial step of this approach is to determine what outcomes are desired. Often, in-service is a means to short range goals as well as long range. That is, teachers may be involved in new teaching strategies training as a process directed at the improvement of student performance.

Therefore, it is important that in specifying the goals of in-service, consideration of terminal goals, as well as short range goals, be given.

Prioritizing Goals

Educational systems, public agencies and private sectors are ongoing dynamic systems, and it is important to prioritize the goals. The situations of crisis, stability or transition may be factors that seem to determine top goal priority. However, it would seem wise to obtain data from as broad a constituency as possible in making priority goal decisions.

Indicators of Effectiveness

When information with respect to the top goal has been obtained, that goal should be translated into measurable outcomes. The performance indicated in this approach is to specify goals that are concerned with behavioral changes, through the use of performance objectives. Because performance objectives indicate the following, they are incorporated in this model.

1. Who (is expected to demonstrate a behavioral change).
2. Behavior that is desired.
3. Instructional variable (the situation the behavior is related to, i.e., math, reading, transactional analysis).
4. Measurement (the technique or instrument).
5. Time or prerequisites needed to bring about the desired behavior.
6. Proficiency level expected (how well the learner is expected to demonstrate the skills).*

* EPIC Diversified Systems Corporation—Tucson, Arizona

However, personal preference may not lead others to be interested in such specificity. Regardless, criteria indicating what will demonstrate that the desired events or outcomes are present should be identified.

Learner Needs

Many times staff development programs suffer the loss of participants, either physically or psychologically because a portion of the participants feel that the activity is below their knowledge or perhaps above their knowledge. Through prescreening or examinations, baseline data on the skills of participants can be examined in relation to that level of proficiency desired (as stated in the performance objectives). Such information can contribute to the structuring of the training activities. Additionally, this prescreening, using the desired performance level as the criteria, identifies learner needs. When actual performance is below desired performance, this is considered to be a learner need.

Related Activity Process Objective

The subsequent activities related to eliminating learner needs should be stated in specific terms. To that end it is recommended that process objectives be used, for a process objective states:

1. The individual(s) or groups responsible for implementing and conducting an activity.
2. The activity whose accomplishment is considered as increasing the probability of reaching a performance.
3. Time factors operating in the completion of the activity.
4. Documentation of the activity upon its completion.

EXAMPLE:

The staff development coordinator will conduct an interaction analysis workshop, emphasizing teachers' use of praise for all "great cities" teachers prior to September 15, 1974, as evidenced by a report of the workshop results submitted to the Great Cities Project Director.

Up to and including this point the staff development has gone through Phase I comprehensive planning. The goals to be accomplished at the end of the in-service and the terminal goals of the in-service have been specified. Measurable criteria have been identified, as have the learned needs and the related activities.

Next, consideration is given to a controlling mechanism, specification of a feedback or monitoring system. Such systems are designed to provide information about what is occurring. Once the monitoring system has been designed, the planned activities are implemented.

The next level of the model is the evaluation phase. At this point, decisions are made by the comparisons of what was desired with respect to learner change and what actually exists. These types of decisions are performance decisions. Analysis regarding what activities actually occurred compared to what was planned are considered process decisions. Combining successful performances with actual processes implemented provided performance process decisions. The attempt here may be to identify activities that appear to have some relationship to successful performance.

The completion of the evaluation product leads to the initiation of Phase II.

At this phase, programmatic and organization changes are made to allow participants of the training session to implement the new or refined skills, and criteria to assess the outcome of these activities are again established. The steps of the model are operationalized once again.

Through these activities, decision-makers are then able to assess:

1. The success of the in-service training.
2. The success of the implementation of the skills and concepts presented in the training program.

The topic of today's conference has been approaches to staff development. However, I should like to state that staff development should not be viewed as an adjunct activity. It is a necessary dimension of an organization, if that organization is to avoid atrophy. Therefore, staff development programs must be given the same type of managerial considerations as any other programmatic operation. The steps I've outlined this morning are, in fact, an adaptation of the scheme for management developed by the EPIC Corporation.

This approach does not offer immediate success in terms of realizing in-service goals; however, it does provide information partitioned into components that maximize review, and analysis that enhances the opportunities for success.

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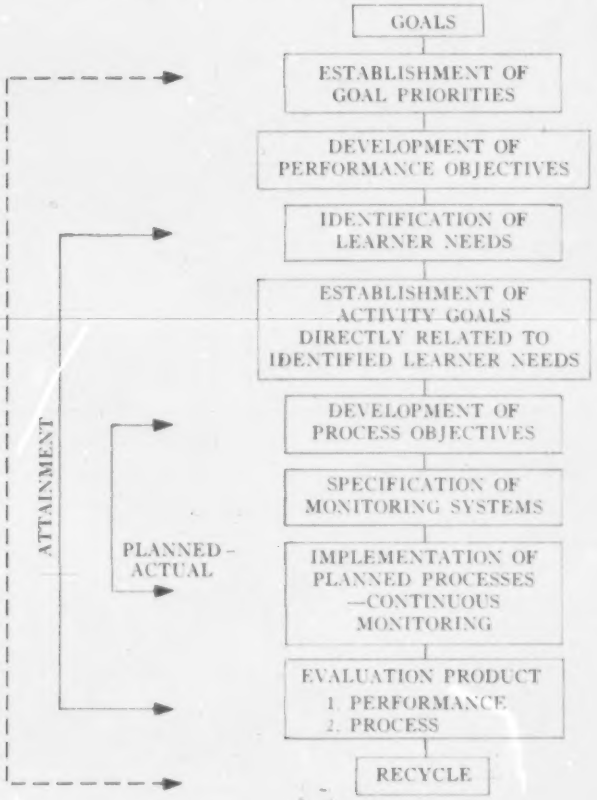
SCHEME FOR STAFF DEVELOPMENT



* Adaptation from the Scheme for Management.
Developed by EPIC Diversified Systems Corp., Tucson, Arizona.

AN IN-SERVICE MODEL FOR PROFESSIONAL GROWTH

ROBERT M. RIPPEY

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There are many forces which affect change in schools. Corwin in his study of the National Teacher Corps has developed a model for change which included the following:

I. POWER STRUCTURES
II. RESOURCES
III. TASK STRUCTURES
IV. STATUS CHARACTERISTICS OF MEMBERS
V. OCCUPATIONAL ENVIRONMENT

And of these, perhaps the most significant and most important is the effect of change on the status structure or system of roles played out by students, parents, teachers, and administrators and the threats to these roles which change presents.

Although threats to roles may produce resistance and conflict, it is still possible to deal with these threats. Threats are only effective when we feel powerless to cope with them. Once we can cope, we are no longer alienated. So the question becomes not, how can I remove threats to roles, but how can I develop institutional means of giving people power to cope. The answer to this question may lie in the direction of giving all persons affiliated with schools a stronger input into the decision making process. And the avenue for this increased input seems to me to be in the area of evaluation. But not just evaluation of outcomes, but evaluation of the social forces acting in the school, especially as these forces react to change.

Change is difficult enough when a single institution tries to change itself. It becomes even more difficult when several institutions try to collaborate. I have been involved in at least three tripartate efforts for institutional collaboration, among a school system, a community, and a university. All were stressed mightily by the forces of change. These were the Woodlawn Experimental School Project, the University of Illinois Teacher Corps Project, and the Crane High School Satellite. Each of these projects was, in my estimation, more successful than its predecessor because of the increased attention given to the problems of change. I will discuss the last of the three because it is the most recent and best exemplifies what I would judge as an appropriate model for change.

Crane High School is an old school on Chicago's West side. Its Junior

College was the predecessor of Malcom X Jr. College. The school has had a history of low achievement scores, high dropout rates, and extensive student unrest. A number of parents in the community have worked diligently to see that their children get into other high schools in the city if possible. Some teachers request transfers each year into greener pastures. But not all. In fact, in spite of many obstacles, a core of dedicated teachers at Crane have remained there. Due to the proximity of Crane to the University of Illinois at Chicago Circle, some amicable relationships developed over a period of few years. In 1972 these relationships began to develop on a full scale, assisted by a grant from the United States Office of Education (USOE) through the Indiana University Satellite Center. This grant enabled the university to place a full time faculty member on the Crane campus as a project director, to offer classes for graduate credit to the Crane faculty. These classes were devoted to the psychology of institutional change, and to providing faculty consultant help in specific areas from both the Circle campus and the University of Illinois at Urbana. I taught the classes to the Crane faculty. We met once per week for three hours. Teachers also were able to consult with myself, the project director, and other consultants at other times during the week. The program had strong support from the district superintendent and from the community. Representatives of the school system, the university, and the community made up an advisory board which guided the project and also traveled to Indiana University for stimulation and for direction of the overall six-state Satellite effort.

The classes at Crane had three major objectives:

(1) To encourage and assist teachers in developing credentials which would give the natural influentials in the school legitimized recognition in the power structure.
(2) To place a large number of persons who would be trained as 'change agents' into the heart of the school.
(3) To develop sound plans for change in a number of areas of need.

Thirty-five teachers completed the training program the first year. Approximately 35 more are currently enrolled. Several of the first year group are now enrolled in graduate programs at the University of Illinois. Others are active leaders in the realization of their projects. These projects include initiation of a developmental learning center, a nursery school for students with children to be run as a part of a human development course in the home economics program, the development of elective courses in English, a major effort to attract more good students from the feeder elementary schools, and improved vocational counseling. These and other programs were not dreamed of by the teachers initially.

The first weeks of class were difficult ones, with the teachers conveying feelings of mistrust and powerlessness more than anything else. Yet as their concerns became known, and as we developed trust among ourselves, it was possible to bring in administrators and other school personnel to alleviate anxieties and to encourage and to offer support. Also,

the teachers began to understand better that many of the limitations which they perceived to be imposed by the system were actually limitations imposed on themselves by themselves. Once we were able to realize this, then appropriate tools for reaching the goals they aspired to could be developed.

I would like to share with you today a workable model for facilitating change which I have developed during my involvement with a number of politically sensitive projects. The model for change involves at its center, an idea which I like to call "transactional evaluation." Transactional evaluation can break down isolation among group members and decrease their sense of powerlessness. Autonomy and isolation are two primary characteristics of the teacher's work situation. The teacher may value his/her autonomy highly. He may even be willing to strike for it. Yet the autonomy can be tied to isolation. However, the teacher, as captain of his classroom, isolated spatially by his four walls and temporarily by his busy schedule, may still not be the master of his soul. For isolation, which is the price he may have to pay for his autonomy, may shield him from the inputs he needs to plan well, and may wall in his outputs to the extent that he cannot be influential in effecting change. Although autonomy may be priced for its own sake, the concomitant isolation may lead to alienation and perhaps to a sense of powerlessness and despair. Thus the origin of such phrases as "Thy won't let us do it," "What's the use?" and "It would take forever to get through the red tape," "No one listens," "No one cares." Is there any way out?

At different times in history, different answers to this question have been popular. In those places and times where hunger was common, human life cheap, and despair universal, the answer was "no." Both man and his institutions were perceived as so weak and imperfect that there was no hope. Another second position assumed that institutions were alright but people were not. It was the task of the institution to make individuals fit in. A third position held that the institution should adapt to individual demands and needs. The individual was adequate and his problems were primarily institutional. The fourth position is the transactional position. It considers both the individual and the institutions powerful and necessary. My identity is related to my institutions but my institutions must respond to me if they are to lead to a life of quality. I must understand my institutions, their demands on me and how they affect me. I, in turn, have the responsibility to make demands on my systems; to engage in many transactions with them in order to make certain that my needs and the needs of those I care about are met. But how can this transaction between individual and institution take place?

In any group or institution energy has to be spent in maintaining negotiations across the transactional gap between individual and institution.

A classical model of organizations consists of an institutional dimension made up of a set of roles, norms and sanctions. This institutional dimension is placed in opposition to a set of individuals, personality characteristics and needs.

Institutional Role	Norms and Expectations	Rewards	Effectiveness
Transactions			Goals
Individual Identity	Personality Characteristics	Needs	Efficiency

Organizations such as assembly lines turning out a constant product (such as canned beans) to a stable market require little in the way of transactional activity. Roles are clear and people wanting jobs apply and accept them knowing full well what is expected from them and what they can expect from the job. On the other hand, where demands from outside and inside an institution lead to changing roles and expectations, transaction is at a premium.

Unfortunately, these transactions do not take place automatically. Katz & Kahn (1966) have identified organizational subsystems which facilitate these transactions. These subsystems occur in greater or lesser degree in different organizations and are devoted to maintenance of the work structure, obtaining institutional support, mediating between employee needs and institutional needs, and adaptation to the pressure of change. These institutional subsystems may or may not be prominent in schools. Ofen these functions are performed out of dire need, informally, in the teacher's lounge over the noon hour. This informal performance of crucial functions is adequate when the demands on a school are small. But when the heat is on, love is not enough. Without either the time or the expertise, schools under intense demands for change often defend themselves by becoming more rigid, by isolating themselves, by denying the existence of problems, by rejecting the invading demand or idea for change or sometimes, by simply falling apart. In order to avoid overreaction to change, it is necessary to build a climate for change. A favorable climate for change is nurtured by starting change on a small scale, on an experimental basis. In addition to this, it is necessary that the functions of maintenance and adaptation be performed adequately. Transactional evaluation becomes a necessary ingredient.

This need for a particular kind of evaluation has been exemplified recently in a study of the human impact of the Managua earthquake. (Kates, Haas, Amaral, Olson, Ramos, and Olson, 1973). Although I hate to picture a school in such dire stress as a city recently leveled by an earthquake, I am sure we are able to find somewhere in our memories an apt analogue. The reason for selecting this study is that there are few situations where a social system is placed under greater stress. In such an extreme stress situation, normal human reactions become amplified.

The very first activity in the earthquake involved a kind of evaluation: "Initial assessment of physical AND human effects: through direct observation, contacting others, seeking to contact others, seeking to discover what has happened, who is hurt, and who is safe." The second activity involved immediate efforts to ensure individual survival. And the third activity again involved a kind of evaluation--at least information gather-

ing—effort to search for trapped and injured. Once information was gathered, the study then pointed to efforts to establish communications and to stimulate the flow of information. Although I have cited an extreme case, this response to an earthquake begins to look like what I refer to as "transactional evaluation."

Too often, evaluation is looked at as a means of looking only at outcomes. Too often evaluations themselves have shown that great efforts produce little in terms of outcomes. Too often evaluations are looked upon as a way of attacking the schools rather than helping them. For example, I have heard of a parent on a school accountability committee who was quoted as saying, "Let's find out who's accountable—and then let's get him." I'm not talking about poorly done, punitive, or inadequate evaluations when I talk about transactional evaluation. Nor am I talking about well designed and useful evaluations which are restricted solely to summative evaluation of outcomes. By transactional evaluation, I refer to a less commonly explored area of evaluation which looks at the effects which changing demands on programs have on the social system of the school. Transactional evaluation presupposes and anticipates resistance to change and trys to expose the anxieties of all persons affected by a change so that these anxieties can be dealt with. Elaboration of basic concepts and case studies may be found in *Studies in Tranactional Evaluation*, Rippey, (1973). In brief, transactional evaluation attempts to uncover the apprehensions of persons involved in institutional change, whether the change be earthquakes or computer terminals in classrooms. Its techniques can be used at all levels from the classroom teacher to the top administrator. It amounts to a kind of introspection. Whenever someone asks, "How is this change affecting the feelings of the people either in or involved with this school," he is interested in transactional evaluation.

Such questions can be answered by means of transactional evalution instruments (see Figure 1). The items for these instruments are provided by both the proponents and opponents of the change. Interviews may also be useful. Perhaps a key to a successful transactional evaluation is the establishment of an evaluation committee which includes persons from various roles and with varied degrees of commitments (see Table 1).

For educational change to succeed, it must begin on a small scale involving persons most committed to its success. Yet the persons most committed must continually remind themselves that not everyone shares their commitment and that some are so threatened by change that they could easily be motivated to work against success. Therefore, the potential opponents must be encouraged to identify themselves and to participate in an evaluation of the anticipated and unanticipated outcomes of the change dynamics. The outcomes evaluated should include not only the goal oriented student outcomes of the change, but also the effects of the program on the feelings of competence and worth of the members of institutions; more specifically, the teachers, administrators, students, and members of the community served.

FIGURE 1

Transactional Evaluation Instrument

A - strong agreement; a - agreement; d - disagreement; D - strong disagreement

Statements	*Roles	*Responses*			
		A	a	d	D
#1	P/C				
	Stu				
	Sch				
	Univ				
#2	P/C				
	Stu				
	Sch				
	Univ				
#3	P/C				
	Stu				
	Sch				
	Univ				

* Roles: P/C = Parents and/or Community; Stu = Students; Sch = School Teachers and Administators; Univ = University Personnel.

TRANSACTIONAL EVALUATION PUTS FORM: PUTS stands for Parents, University, Teachers, and Students.

1. Make large forms to use with the group or groups.
2. Solicit statements of concern, interest or need—possibly in response to role playing about tensions and apprehensions.
3. Fill in the statements. Then have persons respond to the form. Then count the tallys.
4. Now discuss the issues. Decide: (a) what needs to be discussed and who needs to do the talking; (b) what needs to be done; (c) where does more information need to be collected.
5. Allow anyone who wants to submit a statement to the group for the purpose of changing the minds of persons who assume different positions to do so. These arguments will be circulated.
6. Repeat the process as needed.

TABLE 1

PROFESSIONAL GROWTH AND PROGRAM DEVELOPMENT – CHANGE RATIONALE

1. What is the educational problem?
2. What are several approaches or steps toward the solution?
3. What forces are pushing for change?
4. What forces are resisting change?
5. What are the valid reasons for the opponents of change?
6. How can the opponents be changed into proponents?
7. What would a small-scale, experimental plan look like?

STEPS IN THE CHANGE PROCESS

1. Describe the possible solutions and study all your options.
2. Collect all the most enthusiastic and competent persons together to plan for change. Make sure you have adequate support and that you plan openly.
3. Develop a small-scale experimental plan. Role play your opposition.
   a. By hypothetical proposals mentioned several times;
   b. By giving them a role (evaluation is a good one);
   c. By being geniunely interested in their concerns and responding.
4. Perform several transactional evaluations, obtaining feedback, and acting on the results. See the PUTS form as an example.
5. Appoint a monitoring evaluation committee comprised of both proponents and opponents of the plan.

MONITORING AND EVALUATION

1. What do you need to evaluate?
2. What evidence points toward either accomplishment or disaster?
3. Who will collect this information and from whom will it be collected?
4. How will the data be interpreted, analyzed, and displayed?
5. Who will receive the information thus produced and what use will be made of it?

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APPENDICES

Appendix A

A SURVEY OF STATUTORY PROVISIONS MANDATING MULTI-CULTURAL EDUCATION OR TRAINING IN INTERPERSONAL AND INTERGROUP RELATIONS

LAMONT E. BUFFINGTON

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The purpose of this project was to survey the fifty states to determine what statutory provisions, if any, exist in each state in the areas of multi-cultural or muti-ethnic education and human relations.

The research in respect to the project is divided into four statutory areas for greater understanding and breadth. These areas are as follows: bilingual programs, textbooks properly portraying minorities, multi-ethnic and multi-cultural concepts in students courses, and teacher training in multi-cultural or human relations .

In order to communicate the findings, I have prepared a chart. The accompanying chart lists the fifty states and District of Columbia along the vertical axis while the statutory areas are listed along the horizontal axis. X's are used opposite the states to designate the area in which statutory provisions exist.

"Bilingual education" is the largest area in which states have enacted statutes. In this area the states have set-up programs which allow a student whose primary language is other than English to be instructed in his primary language in order to successfully compete with English-speaking pupils.

Bilingual programs vary greatly from jurisdiction to jurisdiction but the average program covers aspects from the recognition of the need for such programs to legislative appropriations for the implementation of such programs. The more comprehensive programs provide standards of certification for the hiring of bilingual instructors. These standards are in addition to the competency requirements imposed upon all teachers.

The next area of research deals with the textbooks used by pupils in elementary and secondary schools. Only six states statutorily require their boards of education to select and purchase textbooks which properly portray minorities (Spanish, Black, Indian, etc.) in contemporary light. The schools of these states may only use or at least must consider textbooks which fairly represent the contribution and achievements of minorities.

The third area of research deals with the content of student courses. This area refers only to a state statute which mandates that a class in Black history or other ethnic group history be taught in the school. However, it is important to note that only two of eight states requiring a class in ethnic history also require the use of textbooks which properly portray minorities and their contributions to history. This and other legislative inconsistencies in logic appear throughout the areas researched as they relate to one another.

Teacher training in multi-cultural or human relations is the last and smallest area. Less than 10 percent of the states have enacted statutes which require school teachers to take courses in the area of human relations or multi-cultural education. Generally, these statutes require a teacher to be trained in dealing with children of disadvantaged backgrounds, with learning deficienies, and with the psychological and behavioral problems of minority children.

In my opinion this is one of the most important areas in which a teacher can receive training. Thus, it is extremely disheartening to learn only four states recognize the vital and essential need for such teacher training.

In conclusion only 48 percent of the states surveyed have enacted one or more statutes in respect to multi-cultural education. However, there is a possibility that some states with no statutory provisions may have administrative rules which govern the area of multi-cultural education. Nevertheless, it remains a sad commentary on the thinking and awareness of state legislatures which have not seen the essential need for enactment of such statutes.

STATUTORY PROVISIONS

Related to Multi-Cultural Education or Teacher Training in Interpersonal or Intergroup Relations

State	Textbooks and Portrayal of Minorities	Multi-ethnic or cultural Concepts in Courses	Bilingual Instruction	Teacher Training Requirements
1. AL				
2. AK			X	
3. AZ	X		X	
4. AR				
5. CA	X	X	X	X
6. CO				
7. CT	X		X	
8. DE				
9. DC				
10. FL				
11. GA				
12. HI				
13. ID				
14. IL		X	X	
15. IN				
16. IA		X		
17. KS				
18. KY				
19. LA				
20. ME				
21. MD				X
22. MA			X	
23. MI	X			
24. MN				X
25. MS				
26. MO				
27. MT		X		X

STATUTORY PROVISIONS

Related to Multi-Cultural Education or Teacher Training in Interpersonal or Intergroup Relations

State	*Textbooks and Portrayal of Minorities*	*Multi-ethnic or cultural Concepts in Courses*	*Bilingual Instruction*	*Teacher Training Requirements*
28. NB	X	X		
29. NV				
30. NH			X	
31. NJ		X		
32. NM			X	
33. NY			X	
34. NC				
35. ND				
36. OH				
37. OK	X			
38. OR			X	
39. PA			X	
40. RI				
41. SC				
42. SD		X		
43. TN		X		
44. TX			X	
45. UT				
46. VT				
47. VA			X	
48. WA				
49. WV				
50. WI				
51. WY				

Appendix B

SURVEY OF STATUTORY PROVISIONS GOVERNING PROFESSIONAL GROWTH AND DEVELOPMENT

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This summary is based upon a survey conducted to determine what statutory provisions each of the 50 states and the District of Columbia has to promote professional growth in its teachers. The survey was intended to be comprehensive; however, it is possible that some statutes were omitted by oversight or by novel statutory organization and heading by a particular state.

Kansas is the only state that does not have at least one statute affecting some aspect of professional growth. Article 14 of the Kansas Code which provided for county teachers institutes is not currently in use.

There are at least eight states that have two or less professional growth statutes. Among this group are Connecticut, Georgia, Montana, New Hampshire, New York, Texas and Virginia. For the most part, the subjects of these statutes are either conferences or teachers' meetings. Georgia's lone statute concerns itself with the use of sick leave for personal or professional reasons.

These statutes are located under at least fourteen different headings ranging from certification to workshops. Seven states have provisions under the heading of superintendent or county superintendent. They set forth the superintendent's duty to call conferences, teachers' meetings and institutes. Four states have provisions under the heading of school day, week, or term. These statutes state that days dismissed for teachers' meetings, institutes, and workshops shall be counted as school days for determining school weeks and months. Most of the other provisions are located under headings which are more closely related to their subject matter. Because the states have different index systems and employ a variety of key words, many similar statutes are located under different headings in various states. For example, twenty states have leave of absence provisions and eleven have provisions for sabbatical leave. However, only two states, Alaska and Pennsylvania, have statutes under both headings. In those two states the distinction seems to be based on whether the teacher gets paid while he is on leave or not and for what purpose the leave is taken. In many of those states that only have leave of absence provisions, it is difficult to distinguish their leave from a sabbatical leave. Some of the same con-

siderations apply in both processes. There is usually a minimal amount of service required on the part of the applying teacher. The granting authority considers what benefit the school district will derive from the leave, the field of study of the teacher, and the plan for the teacher's education during the leave. The amount of compensation to be received if any, is statutorily authorized. Sabbatical leaves, and leaves of absence are not interruptions of the continuous service necessary to attain or retain tenure and are not considered breaks in service for retirement purposes.

Of the states surveyed, sixteen have statutes for institutes, eight have statutes authorizing conferences, eight states have teachers' meeting provisions, seven states provide for in-service training, and three states have statutes authorizing workshops. The recurring theme in the bulk of these statutes is that these various mechanisms are to be used to improve the professional competence of the teachers and to improve the quality of instruction offered in the public schools. In the states having the above provisions, at least five days per school term are set aside for the various professional improvement exercises.

Six or more statutes authorize teachers to attend summer schools either at state colleges and universities or at a location selected by the board of education. Teachers are given the opportunity to keep abreast of the most recent developments in their respective fields and to take other subjects that will generally increase their efficiency. Most of the summer schools are free to teachers.

Aside from the states that provide free summer schools, there are nine states which either give their teachers scholarships or exempt them from paying tuition for courses taken in colleges and universities. Nevada and Washington fall in the latter group. Most of the states provide aid in order for their teachers to improve their general proficiency. However, in Connecticut scholarship aid is available for teachers going into certain fields where shortages exist. Oregon awards scholarships to qualified teachers desiring to obtain certification to teach mentally retarded children. Kentucky awards scholarships to teachers who are teaching science, mathematics, or a foreign language.

Trends were rather difficult to discern on the basis of this survey. However, there were notable exceptions. Between 1967 and 1973 at least ten states repealed legislation dealing with some aspect of professional growth. Eight states eliminated their institute statutes. Most of the institute legislation was originally adopted beween 1908 and 1927. Some of these states possibly still conduct institutes or similar programs either through administrative regulations or on the local board's initiative. The above development supports the proposition that there is a definite movement away from using the institute mechanism as a vehicle for promoting professional growth. Pennsylvania repealed legislation governing teachers' meetings in 1970. North Dakota discarded teacher preparatory scholarships in 1969. Wyoming is currently in the process of phasing out its teacher scholarships program.

There is also an identifiable emphasis on up-grading the professional quality of teachers. This seems to be vaguely related to the accountability movement in this country. In some states teachers must evidence proof of professional growth. Failure to do so can result in dismissal. Dismissal may occur while the teacher is serving in a probationary capacity or even after he or she attains permanent status. In Nebraska, permanent teachers in a fourth or fifth-class school district must give such evidence of professional growth as is approved by the school board every six years. Failure to show normal improvement and evidence of professional training and growth is a ground for suspension, dismissal or refusal to re-employ teachers in Nevada. In determining whether the professional performance of a certified employee is inadequate, evaluation reports and written standards of performance promulgated by boards of education are taken into consideration.

In California, professional development and program improvement centers were established to improve the classroom performance of public school teachers. The State Board of Education selects the evaluation procedures used to measure the improvement of teacher competence of those teachers participating in the program. There is no mention of dismissal or refusal to re-employ as a result of unsatisfactory participation in this program.

COMMONLY USED STATUTORY HEADINGS AND THE STATES USING THEM

STATE	SABBATICAL	CONFERENCES	INSTITUTES	LEAVES OF ABSENCE	CERTIFICATION	IN-SERVICE TRAINING	TEACHER'S MEETING	PROFESSIONAL GROWTH OR IMPROVEMENT	SCHOLARSHIPS	SUMMER SCHOOL	TUITION EXEMPTION	WORKSHOPS
AL	X	X	X		X							
AK	X			X								
AR				X			X		X			
AZ				X								
CA						X		X				
CO					X							
CT									X			
DE	X									X		
DC	X											
FL		X	X	X				X				
GA				X				X				
HI	X											
ID				X								
IL	X					X		X				
IN			X	X								
IA			X									
KS												
KY		X		X	X				X			
LA	X		X									
ME				X				X				
MD								X				
MA				X	X		X					
MI	X		X									
MN	X		X			X				X		
MS			X	X						X		
MO				X								
MT					X							
NB				X				X				
NV		X						X			X	
NH		X										
NJ			X							X		X
NM	X											
NY		X										
NC				X	X		X	X				
ND			X				X					
OH				X				X				
OK				X								
OR				X	X				X			
PA	X		X	X						X		
RI									X	X		
SC			X									
SD			X									
TN				X				X				
TX					X		X					
UT												
VT		X	X				X		X	X		
VA							X					
WA	X		X			X					X	X
WV		X			X		X	X				X
WI				X								
WY				X					X			